

ADULTS AND COMMUNITIES SCRUTINY COMMITTEE	AGENDA ITEM No. 6.
19 JANUARY 2021	PUBLIC REPORT

Report of:	Charlotte Black – Service Director, Adults and Safeguarding	
Cabinet Member(s) responsible:	Councillor Wayne Fitzgerald – Deputy Leader and Cabinet Member for Adult Social Care, Health and Public Health	
Contact Officer(s):	Sarah Bye – Senior Commissioner, Early Intervention and Prevention and Mental Health	Tel. 07468 718793

Mental Health Section 75 Partnership Agreement: Annual Report

RECOMMENDATIONS	
FROM: <i>Oliver Hayward – Assistant Director, Commissioning</i>	Deadline date: <i>N/A</i>
<p>It is recommended that Adults and Communities Scrutiny Committee</p> <p>1. Endorses the report as a full account of service and financial performance, activity and outcomes under the Section 75 Partnership Agreement.</p>	

1. ORIGIN OF REPORT

- 1.1 This report presents an update on the discharge of responsibilities for mental health delegated to Cambridgeshire and Peterborough NHS Foundation Trust (CPFT) through the Mental Health Section 75 Partnership Agreement for the year 2019-20 and an update for the current year 2020-21.

2. PURPOSE AND REASON FOR REPORT

- 2.1 This report updates the Committee on service and financial performance, activity and outcomes under the Mental Health (MH) Section 75 Partnership Agreement 2019-20 and within the current year (2020-21).
- 2.2 This report is for the Adults and Communities Scrutiny Committee to consider under its Terms of Reference Part 3, Section 4 - Overview and Scrutiny Functions, paragraph No. 2.1 Functions determined by Council:
1. Adult Social Care
 2. Safeguarding Adults
- 2.3 The mental health services delivered under the duties delegated to CPFT through the Mental Health Section 75 Partnership Agreement support delivery of the Council's corporate objective to *'improve the quality of life of all its people and communities, and ensures that all communities benefit from growth and the opportunities it brings'*. The services delivered through the Section 75 Partnership Agreement provide good quality, specialist assessment, treatment and support for adults living with mental health problems in Peterborough.

In particular it supports achievement of the following strategic objectives:

- Keep all our communities safe, cohesive and healthy

- Achieve the best health and wellbeing for the city
- Safeguarding vulnerable children and adults

3. **TIMESCALES**

Is this a Major Policy Item/Statutory Plan?	NO	If yes, date for Cabinet meeting	N/A
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4. **BACKGROUND AND KEY ISSUES**

4.1 Peterborough City Council (PCC) has delegated the delivery of mental health services and specified statutory duties for people with mental health needs aged 18 years and over to the Cambridgeshire and Peterborough NHS Foundation Trust (CPFT) through a Partnership Agreement under Section 75 of the National Health Service Act 2006.

The intention is to enable delivery of health and social care functions within a mental health trust so that services users and carers receive the best possible service addressing both clinical and social needs without the need for them to re-tell their story or receive multiple assessments

The current Section 75 Agreement for Mental Health is managed through the Section 75 Governance Board which oversees and monitors performance against the agreement and annual work plan. Commissioners are in the process of renewing the existing agreement with a formal decision pending in March 2021.

This report covers the following areas:

- Financial investment and performance
- Service performance, activity and outcomes
- Quality and Feedback
- Impact of Coronavirus
- Future Priorities

4.2 **Current Annual Investment for 19/20 and 20/21**

The investment in the Section 75 Agreement for Mental Health in 19/20 was £1,482,328. In 20/21 this investment will reduce slightly to £1,408,828 as responsibility for delivering social work services to Peterborough Prison has transferred back to Peterborough City Council and no longer forms part of the Section 75 Agreement. The investment has therefore been reduced by the costs aligned to these posts.

4.3 **Key Performance Indicators**

CPFT performance against reported key performance indicators is as follows;

- The proportion of adults aged 18-69 in contact with secondary mental health services in paid employment - 13.1% against a target of 12.5%
- The proportion of adults (aged 18-69) in contact with secondary mental health services living independently, with or without support – 84.7% against a target of 75%
- Delayed Transfer of Care (DTC) – the collection and publication of this data has been suspended nationally to release NHS capacity to support the response to coronavirus (COVID-19). Local reporting will be resumed once the national collection and publication process is resumed.

The Council's Business Intelligence service is working with Mental Health Commissioners and CPFT Operational leads to develop and implement a new reporting framework based on data recorded in the Mosaic case management system. This will give mental health managers access to a range of self-service performance and management information reports to support operational decision-making and performance monitoring. It is envisaged that the new framework will be implemented and embedded by the end of March 2021.

4.4 **Staffing**

Vacancy levels for Mental Health Social Workers and staffing under the Section 75 Agreement have been challenging in previous years. However there continues to be an improving picture of fulfilling vacancies across the staffing establishment.

The vacant Professional Lead for Social Work post within the Trust was successfully recruited to in 2019/20. This post ensures that Social Work practice is Care Act compliant and focusses on the quality of social care interventions across Cambridgeshire and Peterborough Foundation Trust under the Section 75 agreement. This post ensures that the ethos and priorities of adult social care are maintained and consistently reflected through the service delivered by the Trust.

The total number of vacancies under the Section 75 Agreement has reduced from 6.71 at the end of March 2019 to a current vacancy rate of 4.0 posts. The current vacancies include support staff, Social Workers and a Senior Practitioner and are currently out to advert.

4.5 Care Packages and Financial Performance Summary

The unique number of individuals accessing Adult Mental Health and Older People Mental Health services during 19/20 and to the end of Quarter 2 in 20/21 has remained relatively static. From an opening position in 19/20 to the end of September 2020 Adult Mental Health has seen a reduction of one individual and Older People Mental Health has seen a reduction of three individual packages overall.

The tables in this section of the report show a more detailed movement of service users accessing Adult Mental Health and Older People Mental Health care types throughout 19/20 and 20/21. Adult Mental Health sees a higher proportion of individuals accessing Homecare and taking up Direct Payments to purchase their support. For Older People Mental Health, Homecare packages are also commissioned to support a high number of individuals but as would be expected residential and nursing care for this cohort also form a higher proportion of the commissioned care types required to meet needs.

**Service User Numbers Performance
19/20**

Adult Mental Health	Start	Q1	Q2	Q3	March	Movement
Nursing	1	1	1	1	1	0
Residential	14	15	12	11	11	-3
Direct Payments	30	34	31	31	31	1
Homecare	40	39	38	34	33	-7
Daycare	1	1	1	1	1	0
Supported Living	0	0	2	5	5	5
	86	90	85	83	82	-4

Older People Mental Health	Start	Q1	Q2	Q3	March	Movement
Nursing	4	4	3	3	2	-2
Residential	8	9	8	8	7	-1
Direct Payments	4	4	4	2	2	-2
Homecare	17	16	16	17	19	2
	33	33	31	30	30	-3

**Service User Numbers
Performance 20/21**

Adult Mental Health	Start	Q1	Q2	Movement
Daycare	1	1	1	0
Direct Payments	30	26	28	-2
Homecare	34	31	37	3
Nursing	0	0	1	1
Residential	11	9	10	-1
Short Stay / Respite	0	0	0	0
Supported Living	6	6	8	2
	82	73	85	3

Older People Mental Health	Start	Q1	Q2	Movement
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Carers Sitting Service	1	0	0	-1
Direct Payments	2	2	1	-1
Homecare	19	19	21	2
Nursing	2	1	2	0
Residential	6	6	6	0
Short Stay / Respite	0	0	0	0
Supported Living	0	0	0	0
	30	28	30	0

In relation to the cost of care for mental health service users, detailed information for 19/20 can be found in the tables in 4.5.1 (Adult Mental Health) and 4.5.2 (Older People Mental Health). There was an increase in the cost of care throughout the year of £61k. The overall movement in the cost of care for 19/20 is shown below:

Financial Performance 19/20	Start	Q1	Q2	Q3	March	Movement
Adult Mental Health - £000	753	822	832	835	804	52
Older People Mental Health - £000	430	398	386	488	439	9

Although service user numbers have remained relatively static in 20/21 to date, there has been an overall reduction in the cost of care of £78k for Adult Mental Health and £29K for Older People Mental Health. Significant cost changes during this initial part of the year have been due to funding arrangements in response to the Covid-19 pandemic. Costs for some care types for new service users were funded as part of National Government funding initiatives delivered through the Cambridgeshire and Peterborough CCG.

4.5.1 Adult Mental Health – Detailed Financial Breakdown 19/20

There was an overall movement of £52k against an opening commitment of £753k during 19/20. Changes to the commissioning arrangement for Supported Living from a block contract to spot purchasing increased cost of care for this care type, although finances were transferred from block contract commitments to accommodate the change in arrangements. The overall movement was mainly driven by changes in jointly funded packages where individuals were assessed with increasing social care needs throughout the year against the opening position for the cost of care.

Adult Mental Health - £000	Start	Q1	Q2	Q3	March	Movement
Nursing	52	52	52	52	52	0
Residential	479	543	485	453	454	-26
Direct Payments	192	210	202	210	176	-16
Homecare	343	331	316	307	308	-35
Daycare	2	2	2	2	2	0
Supported Living	0	0	10	34	35	35

	1,069	1,138	1,067	1,058	1,027	-42
Client Income	-35	-31	-32	-48	-45	-10
Health / Other Income	-281	-286	-203	-175	-178	103
	-316	-317	-235	-223	-223	93
	753	822	832	835	804	52

4.5.2 Older People Mental Health - Detailed Financial Breakdown 19/20

For Older People Mental Health there was an overall movement of £9k against a commitment of £430K in 19/20. There was a significant movement on expected commitments for Homecare in the year although this was offset by reductions across all other care types. There was a slight underachievement in expected client income which resulted in small pressure against the opening position for OPMH.

Older People Mental Health - £000	Start	Q1	Q2	Q3	March	Movement
Nursing	170	143	117	117	113	-57
Residential	249	266	251	250	239	-10
Direct Payments	50	36	34	32	29	-21
Homecare	108	97	97	200	198	90
	577	542	499	599	579	2
Client Income	-42	-65	-42	-42	-35	7
Health / Other Income	-104	-79	-71	-69	-104	-0
	-146	-144	-114	-111	-139	7
	430	398	386	488	439	9

4.6 Impact of Covid-19

The PCC Adult Social Care Social Work services based within CPFT under the S75 Partnership Agreement have maintained full operational activity throughout the COVID-19 pandemic. The impacts of the virus have necessitated a reduction in “face to face” meetings for all Social Work staff, with an emphasis upon working from home wherever possible. The “Attend Anywhere” secure virtual platform has been utilised by Social Work staff wherever possible and appropriate.

All direct contacts follow COVID-19 Infection Prevention and Control (IPC) measures, the use of Personal Protective Equipment (PPE) and completion of personal risk assessments. The Social Work teams have been required to respond to rapid changes in usual practice and have shown dedication and commitment during such challenging times.

In order to support and ensure the effective and safe operation of the Social Work services in PCC, a programme of daily management calls was implemented at the start of the “lockdown” period. To date this arrangement has enabled all services to operate safely, including the Approved Mental Health Professional (AMHP) service; this is supported by a Locum AMHP and a Fixed Term Contract AMHP.

Whilst the demand for Adult Mental Health Services was mainly managed within existing provision, the Council did commission additional block care home bed capacity to support Older People Mental Health as well as the wider Older People cohort. This block arrangement was funded up until August 2020 through the national government initiative through Cambridgeshire

and Peterborough CCG, and how now been absorbed into the new Discharge to Assess provision being commissioned from within existing arrangements.

4.6 **Annual Work Plan 19/20 and overview for 20/21**

The S75 Partnership Agreement includes an Annual Work Plan which during the 2019/20 period addressed the areas listed below as priorities to ensure ongoing improvement in outcomes for people with mental health problems and their families/ carers, effective discharge of the delegated responsibilities and effective use of the Council's investment. Ongoing work within the 2020/21 period is highlighted where applicable:

1. Social Care Delivery Model: *Variation in social work practice across Cambridgeshire and Peterborough addressed.*

The alignment of Adult Social Care Workers, based within CPFT, with line management and professional supervision from a registered Social Work Manager was fully achieved across Peterborough during the 2019/20 period with confirmation of the establishment of a Team Manager post for the Older peoples Service.

2. Management Arrangements: *Strong management and leadership for social care staff.*

The Professional Lead for Social Work post was appointed to during 2019/20. This post has led and coordinated activity in each of the Annual Work Plan areas during 2019/20 and continues to provide professional leadership across the ASC Social Work services based within CPFT to achieve 2020/21 priorities. Activity has included professional social work contributions to the development of the pilot Exemplar project in Peterborough. The Exemplar brings together primary and secondary mental health services, with the place based Social Prescribers and 3rd sector organisations, 3 statutory Social Worker posts and 3 Support Time Recovery posts have also been included to strengthen the health/ASC interface. These posts are currently being advertised.

The existing Social Care Forum has been further developed to become the Social Work Forum as a support to meet continuous professional development standards. Input has included presentations by Social Work England, as well as practice topic based sessions. The Director of Adult Social Services and Principal Social Worker also attend to provide updates to staff. This participation enables greater connectedness to be maintained between the local authority and its ASC staff based with the Trust.

3. Carers: *A consistent approach to carers assessment with assessments being completed by CPFT MH practitioners for those whose cared for person is supported by CPFT*

This Annual Work Plan element was achieved during 2019/20 with clear guidance and Flowchart confirmed for all colleagues. Ongoing development is maintained by Social Work participation in the "Carers Huddles" and Carers Operational Group and ensures support for Carers maintains a high profile.

4. Complaints: *Complaints are managed effectively and within the timescales and requirements set for Local Authorities and Members/MP Enquiries and Freedom of Information Requests are managed effectively and within the timescales and requirements set for Local Authorities.*

This Annual Work Plan element was achieved during 2019/20 with a specific schedule confirmed within the S75 Partnership Agreement to ensure this was effectively managed.

5. Financial Quality Assurance (Panel): *Processes are consistent with standards in Adult Social Care and ensure the best outcomes for clients.*

All commissioned care and support is submitted to and monitored by PCC based ASC colleagues in order to maintain required practice standards. Quality assurance is monitored by a Managerial Audit process managed by the local authorities Quality and Standards Team.

This work is continuing during 2020/21 and will continue to be included in Annual Work Plans going forward to support continuous development to meet local authority standards and requirements.

Included within measures to quality assure outcomes is a current priority to work with health colleagues to review existing S117 (Mental Health Act 1983) after care arrangements which are required following a section under the Mental Health Act and where there are subsequent joint funding responsibilities.

6. Information Sharing: *An information sharing agreement which ensures compliance with the law and facilitates information sharing to improve outcomes at an individual and service level.*

This Annual Work Plan element was achieved during 2019/20 with a schedule confirmed for addition to the S75 Partnership Agreement.

7. Safeguarding: *Safeguarding processes are effective and delivered to the standards/ requirements set for Local Authorities.*

The Multi-agency Safeguarding Hub (MASH) arrangements have been reviewed and streamlined during 2020/21. This piece of work has supported the transfer of MASH responsibilities to the PCC/CCC MASH Team from 01/01/2021. This ensures the safe and effective discharge of statutory safeguarding adults duties to be achieved.

Further work is currently ongoing during 2020/21 within the Trust to establish clear and robust structures for the delivery of safeguarding duties and regulatory requirements.

8. Care Act Assessments: Care Act assessments are carried out consistently.

All Social Work staff based within the Trust under the S75 Partnership Agreement have undertaken training in the full use of the MOSAIC case management system. The full use of available functionality enables the collation of practice activity and performance data to ensure legal compliance with the Care Act.

Professional practice is monitored by the completion of Managerial Audits (as referred to above) and “thematic audits” completed by the local authority Quality and Practice Team. Thematic audits have included compliance with the Mental Capacity Act (2005) and Best Interests Decision Making – this was supported by work sessions at the Social Work Forum.

Legal literacy in the Care Act training is currently underway during 2020/21 with both registered Social Workers and staff in support roles. It is anticipated that this will continue to be built upon during 2020/21 and 2021/22.

9. Approved Mental Health Professional Service (AMHP): *Robust, cost effective AMHP service and cost effective arrangements for 2019 Christmas period are effective.*

The AMHP service carries out duties under the Mental Health Act 1983 and is responsible for co-ordinating assessment and admission to hospital if an individual is being considered for detention under the Act. The Peterborough AMPH service, delivered by CPFT, has maintained full operational capacity during 2020/21 including the delivery of required activity over the 2019 Christmas period. A staffed rota is also in place for Christmas 2020.

Work to complete a “workforce plan” for the AMHP service has commenced; this will be finalised during 2021. This analysis is aimed at identifying the level and type of workforce required to meet activity and to future proof arrangements for the training and retention of AMHPs. Currently 3

candidates are finishing their training, with anticipated warranting by May 2021.

10. Proactively plan for Life-time Transitions across pathways: *There is a clear pathway between Children and Adults services to manage the transitional cases and operational and financial expectations of transitional cases are included in annual planning.*

During 2019/20 work has commenced to identify a “Transitions Pathway” with Childrens Social Care Colleagues, and the Mental Health Social Work service in the Trust. The aim of this work is to achieve a clear and simple “tracking” and joint working process that enables clear forward planning for the people who use the service, their family/carers and the local authority.

This work will continue through 2021/22

4.7 New Developments

In mid-2019 Cambridgeshire and Peterborough CCG applied for funding from the NHS England Transformation Fund. Following submission of bids funding of £1.8M has been allocated to develop an Exemplar pathway for Community Mental health in Peterborough. The pathway enhances current Primary Care provision to provide more, and earlier, mental health support at a community level without the need for referral into secondary care services or where individuals do not meet thresholds for these services but still have significant mental health needs.

The vision for the exemplar pathway is *‘a seamless system delivering better access of care for all, a reduction in healthcare utilisation, greater service efficiency and improved patient experience and outcomes’*

The funding will be utilised for 3 Primary Care Network (PCN) areas within Peterborough, primarily focussing on working age Adults. The Exemplar Pathway will include:

- Enhanced clinical and pharmacy input to improve and provide additional resource to Psychological Therapies and Enhanced Primary Care Services.
- Involvement from the voluntary sector to deliver more community mental health solutions.
- Social Care embedded in the model to ensure that the Care Act and social detriments of mental health are addressed

Peterborough City Council will receive funding as part of this project to develop the social work pathway within the Exemplar Project. Funding will enable a Mental Health Social Worker to be allocated to each PCN area to deliver the following:

- Statutory Care Act responsibilities
- Ensuring that the social determinants of (mental) health are part of the exemplar project
- Working with GP’s, social prescribers and local organisations to provide advice on the social agenda and ensure that individuals can access existing community assets which will support their mental health needs
- Commission care packages for those with eligible needs

The partners involved in the delivery of the Exemplar are Cambridgeshire and Peterborough NHS Foundation Trust, CPSL Mind, SUN Network and Peterborough City Council. The delivery of the Mental Health Social Work function as part of the Exemplar will be delegated to CPFT via the Section 75 Partnership Agreement.

4.8 Quality and Feedback

Mental Health services are committed to enabling people to have control over their lives and illness, to work in a strength-based approach to enable people, utilising the philosophy and the

model of recovery. The co-location and close partnership working between social work and health care services provides a holistic response for the people of Peterborough and their carers to enable people to live healthy and independent lives.

During the coming months there will be further developments in practise and quality to ensure that social workers maintain compliance to the Care Act, that the use of strengths-based conversations are embedded using Changing the Conversation principles and that the service continues to deliver robust AMHP services to manage delivery of required statutory functions.

Included below are short examples of the positive Social Work that has been achieved throughout the period of the pandemic; these are testaments to the professionalism and dedication of the Social Work services based within CPFT as part of the S75 Partnership Agreement.

PCC Support Time Recovery Worker, during time of Covid, worked with someone with enduring mental health, to return home on discharge from hospital. She enabled the person to settle back into their home environment, make links with their family and worked with them to support them back into their community. There were concerns about a deterioration and further admission to hospital, however because of the links with family and community, the person continues to be well and has not been re-admitted.

PCC Social Worker has worked with someone who is a traveller and lives within a travelling community in Peterborough. The Social Worker worked with the person, their family, and their community to build a trusting relationship and enable a care provider to support the person, so they could remain at home. Initially due to the beliefs about the travelling community, the care agency sent 2 workers for each visit, however this was reduced to 1 carer as relationships developed and workers had positive experiences. The Social Worker has been the conduit with a Community Psychiatric Nurse colleague to build real positive relationships and enable the person to be where they want to be, to do what they wanted to do, and prevent deterioration of their illness.

PCC Social Worker worked with someone to get back home against other MDT professionals' thoughts about the outcomes required. Working with the person to enable them to make decisions about their home, and what was needed to clean their home to be able to be discharged from hospital. The person returned home after a deep clean; the Social Worker continued to support the person to recognise their strengths and build their confidence. The person remains at home and is doing well.

Feedback from Doctor to a member of the AMHP service:

"I am writing to thank you again for all your help with MHA assessment yesterday. I was very touched by your compassion for the person and very impressed by your clinical skills, which I would describe to trainees as falling into the 'she makes it look so easy' class. I do also feel that walking the person to the NTC, not just once but twice, falls into the 'going beyond the call of duty' category."

Feedback from "Nearest Relative":

The AMHP involved was complimented on her professional and compassionate approach to both the client and them.

There have been no formal complaints received regarding either the Adults or Older Peoples Social Work services during the 2020 period to date

4.9 Future priorities for 20/21 and 21/22 onwards

There are a number of priorities which will form part of the ongoing development of the functions performed by the Section 75 Agreement and ensuring the arrangement continues to effectively deliver the delegated duties for Peterborough City Council:

- Renew the existing Section 75 agreement

- Review and develop Annual Workplan for 21/22
- Embed reporting framework and use of dashboards to monitor 'live' data and performance
- Focus on a TEC first approach where appropriate for Mental Health service users
- Continued engagement with Carers workstreams to ensure Carers receive appropriate assessment and support to meet their needs
- Development of robust transitions pathways from children's services to support the move into adult services.

There remains a strong focus on the delivery of the Annual Workplan priorities alongside the delegated functions within the Section 75 Agreement. Any risks associated with delivering against these priorities are managed as part of the governance process to ensure that mitigations are put in place and escalated where appropriate.

5. CONSULTATION

5.1 *None required*

5.2 *None required*

6. ANTICIPATED OUTCOMES OR IMPACT

6.1 *Consider the anticipated outcome of consideration of this report.*

Endorsement of the report will validate financial and service activity and performance 2019-20 and demonstrate the Committee's support for continued delegation of the Council's responsibilities for mental health as established under the Mental Health Section 75 Partnership Agreement in 2014 and in line with revised activity, performance and financial targets.

7. REASON FOR THE RECOMMENDATION

7.1 This report delivers the account of activity, outcomes and performance required under the Mental Health Section 75 Partnership Agreement and seeks endorsement to continue with the delegation of responsibilities to the Cambridgeshire and Peterborough NHS Foundation Trust.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 The option of bringing the Mental Health Social Work service back into the Council was considered. However, the delegation of responsibilities to the Trust contributes to a more seamless experience and improved outcomes for people who require specialist mental health care and support. In addition, there would be significant implications and therefore disruption for staff and service users in the short term if there were to be a change.

9. IMPLICATIONS

Financial Implications

9.1 Total investment in the Mental Health Section 75 Partnership Agreement was £1,482,328 in 19/20 and £1,408,828 for 20/21.

Business Case Reference 20/21 BCSC0971

Legal Implications

9.2 There are no legal implications arising from the activity and decisions reported other than to recommend continuation of the arrangements established under the 2006 NHS Act of which, Section 75 allows delegation of responsibilities to an NHS body.

Equalities Implications

- 9.3 No significant implications arising from the report. However, CPFT always strives to ensure dignity and respect in all its interactions and interventions with service users and the public and to address discrimination and to respect the diversity of individuals whatever their origin or beliefs.

Rural Implications

- 9.4 No significant implications arising from the report.

Carbon Impact Assessment

- 9.5 Potential positive impact due to an increase in the use of virtual platforms for delivering services and an increased number of staff working from home or attending fewer face to face appointment overall. Face to face services must still remain an option when working with particularly vulnerable service users with mental health needs who require assistance in their daily lives and may require personal contact.

10. BACKGROUND DOCUMENTS

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985

- 10.1 N/A

11. APPENDICES

- 11.1 N/A