



Report to Policy Committee

Author/Lead Officer of Report:

Dr Tim Gollins, Assistant Director Safeguarding and Mental Health/ Louisa King, Strategic Commissioning Manager, Mental Health

Contact:

Report of: Director of Adult Health & Social Care

Report to: Adult Health and Social Care Policy Committee

Date of Decision: 21st September 2022

Subject: Approval to Mental Health Market Position Statement, Recommission of Services (Commitment 2 ASC Strategy) and Mental Health Social Care Delivery Plan

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? 1257				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
<p>Appendix 3 is not for publication because they contain exempt information under Paragraphs 3 (Financial & Business Affairs) of Schedule 12A of the Local Government Act 1972 (as amended).</p>				
<p>Purpose of Report</p> <p>This paper sets out a proposed Market Position Statement to set out our commissioning intentions regarding support to people experiencing mental ill health in the city, proposals regarding recommissioning of prevention contracts, and a Mental Health Social Care Delivery Plan to ensure that we have robust response towards supporting people experiencing mental ill health in the City with partners.</p> <p>The Committee are asked to comment upon and approve the Market Position Statement, Prevention Commissioning Plan, and overall Delivery Plan, and agree a schedule that they are updated upon progress against it.</p>				

Recommendations

It is recommended that Adult Health and Social Care Policy Committee:

- Approves the Adult Health & Social Care Mental Health Delivery Plan detailed at Appendix 1.
- Approves the Mental Health Market Position Statement detailed at Appendix 2.
- Approves recommissioning of Mental Health Prevention Commissioning Plan detailed at Appendix 3.
- Requests that the Director of Adult Health & Social Care provides the Committee with updates on progress against the Delivery Plan on a six-monthly basis.

Background Papers:

Appendix 1 - Mental Health Market Position Statement

Appendix 2 - Mental Health Prevention Commissioning Plan

Appendix 3 - Mental Health Delivery Plan

Appendix 4 – Equalities Impact Assessment

Lead Officer to complete:	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: Ann Hardy
	Legal: Patrick Chisholm
	Equalities & Consultation: Ed Sexton
	Climate: Jess Rick
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>
2	SLB member who approved submission: Alexis Chappell
3	Committee Chair consulted: <i>Councillor George Lindars-Hammond and Councillor Angela Argenzio</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.

Lead Officer Name: Louisa King	Job Title: Strategic Commissioning Manager Mental Health
Date: 7 September 2022	

1 PROPOSAL

- 1.1 This paper sets out a proposed Market Position Statement to set out our commissioning intentions regarding support to people experiencing mental ill health in the city, proposals regarding recommissioning of prevention contracts, and a Mental Health Social Care Delivery Plan to ensure that we have robust response towards supporting people experiencing mental ill health in the City with partners.
- 1.2 The Committee are asked to comment upon and approve the Market Position Statement, Prevention Commissioning Plan, and overall Delivery Plan, and agree a schedule that they are updated upon progress against it.

2 BACKGROUND

- 2.1 Our vision is that: *“Everyone in Sheffield lives in a place they can call home, in communities that care, doing things that matter to them, celebrated for who they are - and when they need it, they receive care and support that prioritises independence, choice, and recovery.”*
- 2.2 The [vision and strategy](#)¹ for adult health and social care sets out the approach to make sure that everyone can live and age well in Sheffield. The strategy makes six commitments as the guiding principles we will follow to deliver this Strategy. The related outcomes highlight what we want to achieve or better. By working in this way, we want to bring about fundamental changes to the experience of and quality of social care in the city.
- 2.3 A priority is that Adult Health and Social Care demonstrates a shift towards greater choice and control and early intervention so that people experiencing mental ill health and their families can access early help and support to achieve their recovery and wellbeing.
- 2.4 A Mental Health and Emotional Wellbeing Strategy for the City is being developed with individuals experiencing mental ill health, carers and partners and is scheduled to come to Committee in February 2023 for approval. This demonstrates a significant shift forward in gaining a greater strategic and partnership focus and ownership locally on improving the outcomes and experiences of people experiencing mental ill health.
- 2.5 It has also been important to establish key enablers which will support successful implementation of the strategy and establish the foundations for improving lives and outcomes of people experiencing mental ill health in the City. These are:
- Leadership - A new leadership model, which includes implementation of a dedicated Assistant Director and leadership team with a focus on improving mental health and wellbeing in the City. This was reported to Committee in June 2022² and will be fully implemented by November 2022.
 - Partnership – Strengthening of a range of partnership arrangements through a Health and Care Mental Health Strategic Partnership Board and organisational relationships to enable and support collective local leadership across partners in the City and across South Yorkshire.

¹

² [Adult Health and Social Care Overview Presentation](#)

- Quality and Outcomes – Development of a health and care mental health outcomes framework and benchmarking to provide a way of demonstrating impact and performance and an evidence base for continuous improvement and learning. It is aimed to report on the outcomes framework to Committee in December.
- Governance and Delivery – A focus on delivery through development of a market position statement and a delivery plan noted below. As part of this co-production and citizen involvement are core principles in which we will embed to enable and work to a common understanding of what good looks in Sheffield.

2.6 As part of our approach towards improving outcomes and experiences of people experiencing mental ill health and their families, the Cooperative Executive on 16th March 2022 made the decision to bring back line management of mental health social workers back to Adult Health and Social Care.

2.7 A Mental Health Transitions Project was subsequently implemented to oversee and enable the transfer of staff and development of a new operating model for mental health social care services in the City which supports a shift towards prevention and recovery. Briefings and engagement with staff, unions, stakeholders, and members have taken place through implementation of the transitions project so that all views and considerations inform the process and any final decision.

2.8 The aim of the Project is to deliver improved outcomes for individuals and families, ensure delivery on our performance and legal requirements and further strengthen our partnership working with colleagues across health, housing, communities, and voluntary sector.

2.9 The transitions project is on track at this stage and key activities in relation to transfer and practice development of social care staff, ICT arrangements, transfer of data, and future modelling are being worked through in relation to the staff.

2.10 Benchmarking and collaboration across local, regional, and national partners is important, enabling Adult Health and Social Care to work to a common understanding of what good looks like and contributing to the development of shared quality standards.

2.11 It is aimed through this collaboration that Adult Health and Social Care embed a culture of learning and continuous improvement and a culture based on partnership and collaboration for the benefit of people. To that end, ongoing benchmarking and collaboration will continue to inform the delivery plan and our approach.

2.12 To enable a clear focus on improving outcomes for people experiencing mental ill health and their families, a delivery plan across the service and with partners has been developed. The Delivery Plan is being presented to this Committee for approval and is included at Appendix 1.

2.13 To ensure effective oversight and accountability of the *Delivery Plan* and our performance in relation to mental health, its proposed to provide an update to the Committee and Sheffield Mental Health Partnership Board every 6 months on progress made and any updates in relation to the Delivery Plan.

3 KEY MESSAGES FOR THE MARKET: THE MENTAL HEALTH SOCIAL MARKET POSITION STATEMENT

3.1 In establishing a greater focus on mental health across social care, a key enabler was development of a Mental Health Market Position Statement, which was reviewed and consulted with over the Summer.

3.2 There are ten key messages for the mental health provider market, which are set out in **Appendix 2: the Mental Health Social Care Market Position Statement 2022**. Committee members are asked to approve and endorse this document.

3.3 A Market Position Statement is written by local authorities to advise providers about how what we commission could change and what the local authority's commissioning intentions are. The ten key messages about mental health social care for providers from the document are abridged as follows:

- **Partnership and Co-Production:** We work with partners across the city and region on several programmes to improve mental health services and support in Sheffield.
- **Quality of Care and Support:** Our priority is that individuals receive excellent quality support based on "what matters to you".
- **Promoting Independence and Recovery:** We have a key priority to support the growth of independence and autonomy for people and to work in strengths-based ways with people so that individuals can recover and live the life they want to live.
- **Care and Support with Accommodation - Independence and Support Framework:** A new framework will replace the current Recovery Framework and we aim for this to, over time, replace inappropriate direct payments and direct awards.
- **Different kinds of accommodation are needed:** There are known gaps in the market which must be addressed in the coming years.
- **Enabling Prevention:** Our aim is to recommission over the coming months and years to align with our strategy and wider focus on prevention and early intervention across Sheffield.
- **Supporting Carers:** We want all Carers to continue to care for as long as they wish to and are able.
- **Fee Rates Will Be Reviewed:** Over the coming years, we intend to address some of the discrepancies in current fee arrangement and we will be undertaking a 'cost of care exercise' to support this. There are new

processes for receiving a fee uplift: In 22/23 mental health providers received an automatic fee uplift in line with other non-standard provision.

- **Assessment and Care Management:** All assessment and care management will in the future be managed by Adult Health and Social Care.

- 3.4 The Mental Health Market Position supports and contributes towards delivery upon the Adult Health and Social Care Market Position Statement, which is proposed for approval at Committee on 21st September 2022. The Adult Health and Social Care Market Position Statement provides providers with our intentions and standards and supports the implementation of the recommissioning of supports across Adult Health and Social Care.
- 3.5 Through implementation of our Adult Health and Social Care Strategy, a new Target Operating Model is being developed which will enable practical realisation of the strategy. It's intended that providers are enabled to co-design the mental health social care part of the model along with Adults, Families and wider partners so that our model reflects and deliver improved outcomes for people of Sheffield.
- 3.6 Progress with implementation of the recommissioning exercise will be reported to Committee by way of the DASS report and through the Adult Social Care Change Board, to ensure effective oversight and governance in relation to the recommissioning exercise.

4 PREVENTION COMMISSIONING PLAN

- 4.1 As indicated in the Market Position Statement, a key priority is a shift towards prevention. In line with this, Adult Health and Social Care is developing a new commissioning plan for preventing episodes of mental ill health across the Sheffield population.
- 4.2 This is an opportunity to learn from our local and national evidence base³ about what works and how we can support people towards wellbeing, independence, and recovery. We are developing a plan, guided by the Adult Health and Social Care Strategy, that will seek to unlock new ways of working in partnership with Adults and the voluntary sector across Communities of Sheffield.
- 4.3 There is currently around £240,000 per year of public health grant spent on various community contracts which support people with their mental health and with preventing mental ill health. Some of these contracts are coming to an end, and a proposal for their recommissioning is included in the **confidential Appendix 3**. The appendix is confidential as it contains commercially sensitive information about providers in the City.
- 4.4 The Sheffield Mental Health Guide is jointly funded with the South Yorkshire Integrated Care Board with an all-age focus and is currently out to tender for a new provider. This is a further arm of our mental health prevention plan and will be considered further as part of our improved information and advice offer to residents of the City.

³ See [CentreforMH A vision for prevention.pdf \(centreformentalhealth.org.uk\)](#) and [Making-Prevention-Happen-Our-Strategy-2020-2025.pdf \(mentalhealth.org.uk\)](#) for just two examples.

4.5 It is proposed to ask voluntary sector providers to work with us to design innovative approaches which prevent distress and mental ill health that target specific sections of the population or areas of focus where we know people will be more likely to experience mental ill health. The VCSE sector has been asking us to take a more collaborative approach to commissioning, and this is one way we can begin to do it.

4.6 The commissioning approach will be an outcomes-based commissioning approach and intend to bring all the services into the same arrangement with a shared focus on individuals' outcomes, quality of service and experiences.

4.7 In addition, the proposed commissioning approach will also seek to value our social care workforce by building in same supports to our workforce as was agreed on 15th June 2022 in relation to the Care and Wellbeing Service. As with the Care and Wellbeing Service Recommissioning, we will seek to involve Adults experiencing mental ill health, Carers, and partners in the recommissioning of the services, so that the services commissioned are considered beneficial by all stakeholders.

5 HOW DOES THIS DECISION CONTRIBUTE?

5.1 The various proposals and pieces of work outlined in the Delivery Plan aim to both support the delivery of the new Adult Health and Social Strategy and to assist the Council to meet its statutory duties under the Care Act 2014. The proposals made will lead to improved services and outcomes for some of the most vulnerable people in Sheffield – adults with mental health conditions.

5.2 The proposals also support the following elements of the Council's One-Year Plan:

- **Communities and Neighbourhoods:** supporting Sheffield people to live in their communities in independence and safety.
- **Education, Health and Care:** helping every person in Sheffield to be able to achieve their full potential, supporting people to stay as healthy as possible – and recover health where possible.
- **Climate Change, Economy and Development:** exploring ways to deliver savings and ensure sustainability of the adult social care budget.

5.3 Comparisons have been made with what other local authorities provide for individuals experiencing mental ill health and carers both locally and nationally. Through the discussions had it became apparent that the service offered in Sheffield was of a high quality, meeting all legal requirements as part of the Care Act.

5.4 Sheffield services have a community focus allowing individuals to remain in their own homes and neighbourhoods. In other areas mental health support was delivered through either a short-term enablement or residential care and supported living. There did not seem to be a community focus. This proposal will build on the high-quality offer that is already available to Sheffield people.

5.5 Our commissioning plan aims to encourage new and smaller provider services to bid for services, which will have a positive impact on local communities.

5.6 In addition, all areas of wellbeing for referred and eligible individuals are set out in their Support Plan and will be reinforced by the required use of an contractual outcome measure to ensure quality standards.

6 HAS THERE BEEN ANY CONSULTATION?

- 6.1 A crucial element in the successful delivery of the adult health and social care strategy is the increased involvement in people receiving, and staff directly delivering care, in the development of all key part of the plan. Throughout the sector, we know that involving and coproducing these makes them more likely to be successful.
- 6.2 To enable this, the governance structures will include the voices of those receiving care, carers, partners, and care providers so that we ensure we deliver what matters to people of Sheffield. This includes co-developing a mechanism (e.g., a Citizens Board) so that people with lived experience are equal partners in the delivery of our strategic plan.
- 6.3 An overall approach to coproduction and involvement is also a key element of the overall adult social care delivery plan, ensuring that the voice of citizens is integrated into all major developments ahead. This includes signing up to Think Local Act Personal Making It Real. A dedicated item on this is proposed as part of the Committee's forward plan
- 6.4 The proposals outlined in this report have been subject to specific consultation:
- Over summer 2022 providers and individuals (via Rethink) were given the opportunity to comment on the Market Position Statement.
 - There will be further engagement on the prevention commissioning plan on in the weeks to come, so that the plan and communications are supported by individuals and families.

7 RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

7.1 Equality Implications

- 7.1.1 The strategy was supported by a comprehensive equality impact assessment.
- 7.1.2 All commissioning plans will have their own Equalities Impact Assessments carried out; one will be completed for the prevention commissioning plan.
- 7.1.3 Much of the work we seek to do has a positive impact on adults with disabilities, leading to the adults in this cohort having greater independence and an improved quality of life.
- 7.1.4 Our work is an active example of the Council's obligations under the Public Sector Equality Duty to have due regard to the need to reduce inequality between people

sharing a protected characteristic (in this instance, mental ill health as a category of disability) and those who do not, namely to:-

- Eliminate discrimination, harassment and victimisation.
 - Advance equality of opportunity, and,
- 7.1.5
- Foster good relations.

Moreover, there are further inequalities and intersectionalities within the broad remit of mental health itself that the framework will need to consider. For example, as cited in the [Commission for Equality in Mental Health report](#):

- People within black and African-Caribbean communities may be more likely to experience post-traumatic stress disorder, schizophrenia and suicide risk, and to be sectioned under the Mental Health Act.
- Women are significantly more likely to experience physical or sexual abuse and associated mental health problems.
- LGBTQ+ people are more likely to face mental ill health but have lower IAPT recovery rates.
- People with autism and deaf people are much more likely to experience poor mental health.
- There are strong associations between mental ill health and children and adults living in higher deprivation areas (and similar lower IAPT recovery rates).
- People over the age of 65 may be less likely to be recognized as needing therapy support.

7.2 Financial and Commercial Implications

7.2.1 The strategy was supported by a financial strategy, which can be found on the [Council website](#) and is closely aligned with the budget strategy.

7.2.2 The prevention commissioning plan, included in Appendix 3, includes more details about the current contracts.

7.2.3 The available budget for this recommission of activity is £427k Cash Limit and £243k Public Health. The recommission of contracts needs to remain within this budget envelope.

7.3 Legal Implications

7.3.1 The core purpose of adult health and social care support is to help people to achieve the outcomes that matter to them in their life. The Care Act 2014 sets the Council's statutory power to direct the provision that:

- Promotes wellbeing
- Prevents the need for care and support
- Protects adults from abuse and neglect (safeguarding)
- Promotes health and care integration
- Provides information and advice
- Promotes diversity and quality.

7.3.2 The Care Act Statutory Guidance requires at para 4.52 that "*Local authorities should have in place published strategies that include plans that show how their legislative duties, corporate plans, analysis of local needs and requirements (integrated with the*

Joint Strategic Needs Assessment and Joint Health and Wellbeing Strategy), thorough engagement with people, carers and families, market and supply analysis, market structuring and interventions, resource allocations and procurement and contract management activities translate (now and in future) into appropriate high quality services that deliver identified outcomes for the people in their area and address any identified gaps.”

7.3.3 The Local Authority also has a wide range of duties relating to assessing and meeting the care and support needs of adults and their carers, following implementation of the Care Act 2014. Under sections 2(1)(a) and (b) of the Act the authority must provide or arrange for the provision of services, facilities, or resources, or take other steps which it considers will contribute towards preventing or delaying the development of adults in its area. The proposed plans outlined in this report are therefore in line with the Council’s legal obligations.

7.3.4 The Care Act 2014 also sets out the law around market development in adult social care. It enshrines in legislation duties and responsibilities for market-related issues for various bodies, including local authorities. Section 5 of the Care Act sets out duties on local authorities to facilitate a diverse, sustainable high-quality market for their whole local population, including those who pay for their own care and to promote efficient and effective operation of the adult care and support market as a whole. The statutory guidance to the Act suggests that a local authority can best commence its market shaping duties under Sections 5 and of the Care Act by developing published Market Position Statements with providers and stakeholders. The proposal for the mental health market position statement is therefore in line with the Council’s legal obligations.

7.4 Climate Implications

7.4.1 The Adult Social Care Strategy and Delivery Plan makes specific reference to ensuring a focus on Climate Change – both in terms of an ambition to contribute to net zero as well as adapt to climate change.

7.4.2 It is planned within the forward plan of the Committee to bring a specific Climate Action Plan in February 2023.

8 ALTERNATIVE OPTIONS CONSIDERED

8.1 The following alternative options were considered:

- Do nothing – leave current contracts to expire. This was not adopted because it does not enable us to meet our legal duties under the Care Act.
- Keep existing services. This was not chosen because it did not build on the current evidence base for the best way to begin to prevent mental ill health.

9 REASONS FOR RECOMMENDATIONS

9.1 The documents included in this report all seek to set out in greater detail how mental health social care will be commissioned in the future. The documents are strategic and will have a positive impact on the city and those who need support.

