

Report No.
ACH23-019

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: HEALTH SCRUTINY SUB-COMMITEE

Date: 20 April 2023

Decision Type: Non-Urgent Non-Executive Non-Key

Title: Update on the Review of Joint Working Arrangements Between Oxleas NHS Foundation Trust and the London Borough of Bromley

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Chief Officer: Kim Carey, Director for Adults Services , London Borough of Bromley and
Iain Dimond, Chief Operating Officer, Oxleas NHS Foundation Trust

Ward: All

1. Reason for decision/report and options

- 1.1 For the purposes of delivering local community mental health services the London Borough of Bromley and the Oxleas NHS Foundation Trust have been the two parties to a Partnership Agreement since December 2004. Through this arrangement 25 of the Council's social care staff are seconded to the Trust's community mental services as part of a pooled fund for the provision of the community mental health services and to deliver the statutory Care Act responsibilities on behalf of the Council
- 1.2 These partnerships arrangements were subject to a review in 2021 with an action plan being implemented from 2022. This report details the outcome of this review and progress on the action plan.

2. RECOMMENDATION(S)

- 2.1 The Committee is asked to note the progress being made following a review of the joint working arrangements between the London Borough of Bromley and the Oxleas NHS Foundation Trust

3. COMMENTARY

Background

- 3.1 Community Mental Health Services support people with mental health problems living in the community, and also their carers. The services include community psychiatric nurses, psychologists, occupational therapists, counsellors and social care workers.
- 3.2 For the purposes of delivering community mental health services in Bromley the London Borough of Bromley (LBB) and the Oxleas NHS Foundation Trust (the Trust) have been the two parties to a Section 31 Health Act 1999 Partnership Agreement since December 2004. This Agreement was renewed by variation in November 2019. Together, these two Agreements allow for the secondment of local authority social work staff into Trust community teams and pooling of financial resources. It is intended that the partnership agreement is further extended and arrangements to take this forward will be reported into the respective governance arrangements for the two organisations later this year.
- 3.3 Through this arrangement 25 LBB social care staff are seconded to the Trust's community mental services with the day-to-day management of LBB's adult mental health social care duties being led by the Trust. A Head of Service for Mental Health leads the seconded staff within the Trust with a dual reporting line to senior staff in both the Trust and LBB.
- 3.4 The joint arrangements include management of a pooled fund for the provision of the community health services. This is made up an annual contribution of c. £24.6M from the Trust and c. £1.6M from LBB.
- 3.5 Since the original Agreement was made, there have been many changes to the provision of mental health services, NHS services and social care services locally and nationally. The Partnership therefore needed to ensure that these joint arrangements were keeping pace with these changes, and or changing expectations from those who accessed the service.
- 3.6 The Care Act 2014 has transformed the approach taken by local authority Adult Social Care services to working with people with care and support needs and with carers. The Care Act 2014 also introduced a code of practice for safeguarding vulnerable adults. For these reasons it was agreed that it was important to jointly review existing arrangements, with specific attention paid to: Care Act 2014 compliance and recording, including Safeguarding; the arrangements in place for the supervision, management and professional development of staff seconded through the Partnership Agreement and their links to the Council, and; the contribution made by this Partnership to the Bromley Mental Health & Wellbeing Strategy.

The Review and its recommendations

- 3.7 The review was sponsored by the Director for Adult Services, LBB and the Chief Operating Officer, Oxleas NHS Foundation Trust. A working group of senior managers from across the two organisations led the review. Two external consultants were employed to firstly collect information to inform the review and to then engage with staff, service users and other stakeholders on the development of an action plan. The review was undertaken in the second half of 2021 with an action plan agreed for implementation from 2022.
- 3.8 In summary the review made the following recommendations for action:
 - a) That the Partnership agree a joint statement of intent and action plan to improve the partnership working arrangements.
 - b) That the governance arrangements for the partnership, the then Section 31 Monitoring Group, be reviewed

- c) A line of sight is provided to the Bromley Assistant Director with responsibility for Safeguarding for assurance purposes in relation to the oversight of cases of concern following referral to Oxleas
 - d) All Care Act assessments, statutory reviews, Carers assessments and Safeguarding enquiries by Oxleas practitioners working in Bromley (and not limited to seconded social workers only) are recorded on the Oxleas information and management system. This record is shared with Bromley Council to inform performance monitoring and review
 - e) All LBB seconded social work staff at Oxleas have the same access to the Bromley Council staff intranet and shared resources as Council social workers. Seconded social work staff, in turn, will be required to log in frequently to the Council system to maintain their contact and make use of such resources
 - f) The Head of Social Care role for Bromley at Oxleas is clearly defined and the post-holder is supported. The role and tasks of other Oxleas managers, in relation to the delivery of social care related targets, is more clearly defined, including assurance around Care Act compliance
 - g) Care Act training is undertaken by non-social worker practitioners working in the Oxleas community service line and by Team managers, including the Primary Care Plus team.
 - h) A joint commitment to introducing the co-production process *with* people in need of care and support, including the introduction of measurable targets is jointly produced and agreed by the partners in co-operation with stakeholders with a direct experience of mental health issues.
 - i) Senior strategic officers for each partner organisation shall together identify areas for improvement in relation to pinch-points in the system, for example, (i). at the Safeguarding referral stage, and (ii). at the point of decision about which team is best placed to carry out an assessment of an adult with complex needs who is not easily categorised according to criteria used in the current care pathways
 - j) Written guidance is produced to improve the care pathways between the partner organisations, including the work carried out by each organisation before and after receiving a referral and in the process of the transfer of tasks and responsibilities.
- 3.9 Following the agreement of these recommendations an action plan was developed through engaging those staff affected by the review and following a period of engagement with service users and wider stakeholders. Work on implementing the changes began in the spring of 2022.

3.10 It should be noted that many of the actions required work into the medium and long-term including the reconfiguration and joining up of IMT systems across the two organisations and the development, introduction and consolidation of new ways of working.

Progress on the Action Plan

3.11 Excellent progress is being made on the action plan. At the last review meeting in March 2023, it was possible to report that most actions had been completed within the timeframes. For example, new partnership governance arrangements have been established and those LBB staff seconded to the Trust now have full access to LBB IMT systems. The implementation of the Adult Social Worker career development pathway and competency framework has helped to provide a clear set of expectations for professional development. All other actions were reported as being on track for completion.

3.12 A key piece of work for completion in the coming months will be establishing new arrangements to capture service user and carer feedback on their experience of the service and to better involve service users in the ongoing development of the service.

3.13 A table in the appendix to this report summarises progress on all activities in the action plan.

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

The community mental health services support adults with mental health problems and their carers.





5. PERSONNEL IMPLICATIONS

25 LBB staff are seconded to the Oxleas NHS Foundation Trust as part of the partnership arrangements to deliver community mental health services

Non-Applicable Headings:	Legal Implications Procurement Implications Financial implications Property Implications Carbon Reduction/Social Value Implications Ward Councillor Views
Background Documents: (Access via Contact Officer)	Section 31 Health Act 1999 Partnership Agreement November 2019

COMMUNITY MENTAL HEALTH PARTNERSHIP REVIEW ACTION PLAN – UPDATE MARCH 2023

The recommendations have been divided across 4 task and finish groups, with the Change Action Plan overseen by the Community Mental Health Partnership Board. Due to the recommendations overlapping for ease of use have coded which recommendation and action falls under which task and finish group.

Record Sharing, Performance Monitoring, IT Group  Training Group  Culture Change and Staff Roles Group 
Steering Group Reform and Performance Management Group 

Recommendations for Structural Change						
Recommendations	Actions	Lead	Start	End	Update (week ending 21/03/2023)	Completed
Connect the two information and management systems in use across the Partnership organisations	A line of sight is provided to the Bromley Adult Head of Safeguarding for assurance purposes in relation to the oversight of cases of concern following referral to Oxleas.	RMc	07/07/22	30/04/23	Jan 23: Oxleas HoS change Feb 23: latest quarterly safeguarding data submission Mar 23: AW membership @ Safeguarding Committee, including DH Mar 23: RMc. AW and DH to complete evaluation/gap analysis	On track
	All Care Act assessments, statutory reviews, carers assessments and Safeguarding enquiries by Oxleas practitioners working in Bromley (and not limited to seconded social workers only) are recorded on the Oxleas information and management system. This record is shared with Bromley Council to inform performance monitoring and review and it is incorporated into the Council's Adult Social Care Digest.	SF	07/07/22	31/05/23	<u>Data Recording & Collection:</u> Feb 23: Head of Bromley Mental Health Social Care to work with Senior Social Worker AMHP to establish what changes are required to Statutory Review form. <u>Data Sharing & Inclusion in the ASC Digest:</u> Feb 23: Regular performance reporting in place & presented @ S31 steering group.	On track
	Seconded social workers have the same access to Bromley Council staff intranet and shared resources as Council social workers.	GJ-B	01/11/20	31/12/22	This is in place and now monitored through professional and clinical supervision and Head of Mental Health Social Work	Completed

Recommendations for Structural Change						
Recommendations	Actions	Lead	Start	End	Update (week ending 21/03/2023)	Completed
Care Act training is undertaken by non-social worker practitioners working in the Oxleas community service line and by Team managers. This training should include the adoption of Making Safeguarding Personal by Oxleas.	Bromley Learning and Development Team to enable access to relevant training available via 'ME Learning' and to commission Care Act related training for non-social worker professionals.	NG J G-B DH	01/06/22	31/03/23	ME Learning links available to Oxleas staff and relevant training information circulated	Completed
	For Oxleas Safeguarding Team to ensure that training available to Oxleas staff are in line with the local authority requirements for Safeguarding roles, i.e., Enquirer; Investigator; Safeguarding Adult Manager	J G-B	01/06/22	31/03/23	Confirmed that training is available to Oxleas staff from LBB regarding safeguarding roles and there are also other useful resources available and links through Oxleas intranet site e.g., Bromley Safeguarding Board webpage	Completed
Recommendations for Behavioural and Cultural Change						
Senior strategic officers for each partner organisation shall together identify areas for improvement in relation to pinch-points in the system	Create a group to develop the outcome focused approach which will include: A review of pathways including safeguarding An escalation policy A joint care act assessment framework	DH	01/10/22	31/08/23	March 23: Task Group in place with LBB and Oxleas and at meeting in March the LBB / Oxleas Safeguarding Referral Process was reviewed,	On track
Written guidance is produced to improve the care pathways between the partner organisations, including the work carried out by each organisation before and after receiving a referral and in the process of the transfer of tasks and responsibilities.	Develop/Review/Update Policies and Procedures	HJ NG	01/12/22	31/08/23	Task Group will develop the written guidance as pathways are reviewed/developed and share outcomes.	On track
	Create guidance for the public on what services are available	HJ NG	01/12/22	31/08/23		
	Publish a staff friendly version of the Joint Partnership agreement with clear outcomes.	HJ NG	01/12/22	31/08/23		
	Develop processes and procedures for Hub	HJ	01/07/22	27/04/23	Hub Operational Steering Group in place and operational policy in final stages of development. HJ will share work on MH Hub with this board at the 27 April 2023 meeting	On track
	Create or update organisational chart clearly showing members of the integrated teams	HJ	01/10/22	30/04/23	Working with Admin teams to create new charts: HJ and GJB will meet to determine simplest way to show information.	On track

Recommendations for Structural Change						
Recommendations	Actions	Lead	Start	End	Update (week ending 21/03/2023)	Completed
Workforce support is provided to assist staff during the process of undergoing these changes in structure and culture.	Source appropriate organisation to facilitate series of workshops to develop and cultivate a culture of shared values, beliefs and agreed behaviours.	NG HJ	01/10/22	30/06/23	Need to progress and identify source of funding. To be agreed by Community Mental Health Partnership Board: NG/HJ to meet to determine way forward.	On track
Recommendations for Structural and Behavioural Change						
The partners should set the scene for changing the behavioural and structural causes that currently limit this partnership by jointly agreeing, writing, and publishing a Joint Statement of Intent.	Written and agreed statement of commitment to and intention of the change programme	SR	10/05/22	30/09/22	Published and shared with staff	Completed
	S31 Contract monitoring group to be replaced by new Partnership Board	SR/LR	22/06/22	28/09/22	Completed and TOR agreed	Completed
	Establish reporting lines and escalation routes to LLB and Oxleas governance	ID/KC	01/10/22	31/12/22	Project sponsors have agreed.	Completed
	Appoint chair (to be rotated between LBB and Oxleas)	SR/LR	22/06/22	22/06/22	Agreed and in place	Completed
	Develop 12-month service plan, incorporating S31 Action Plan requirements.	SR/LR	22/06/22	28/04/23	This Action Plan will inform developments in 2022/23. A new 12-month action plan will be developed in May 2023	Completed
	Establish sub-groups to the Partnership Board	SF	26/10/22	31/03/23	Agreed and being set up.	Completed
	Determine arrangements for engaging with service users to inform partnership arrangements	SR/LR	01/10/22	31/05/23	<ul style="list-style-type: none"> Involve – the existing Oxleas service user engagement arrangements will be used to develop engagement and co-production with service users. Engagement Plan objectives for 2023 will be agreed by the Partnership Board DH to include MH focus in future workstreams on LBB user engagement work 	On track
Partners will carry out a review of out-of-hours response arrangements.	To review that actions agreed in 2021 are in place	TBA	23/11/22	31/03/23	Completed: No changes required at current time.	Completed