

Adult Social Care

222 Upper Street

Report of: Corporate Director of Adult Social Care

Meeting of: Health and Wellbeing Board

Date: 8<sup>th</sup> November 2022

Ward(s): All

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## Subject: Islington Health and Social Care Section 75 Arrangements: Annual Report 2021/22

### 1. Synopsis

- 1.1. Islington has a strong history of collaborative partnership working for the benefit of local people. Under Section 75 of the NHS Act 2006 Local Authorities and NHS bodies can enter into partnership arrangements to provide a more streamlined service and to pool resources, the aim of this is to improve services for residents and patients. The formation of, and ongoing use of, Section 75 agreements reflects Islington's ongoing commitment to a whole system partnership approach.
- 1.2. The S75 commissioning arrangements support the objectives of Islington's Joint Health and Well Being Strategy:
  - Ensuring every child has the best start in life
  - Preventing and managing long term conditions to enhance both length and quality of life and reduce health inequalities
  - Improving mental health and wellbeing
- 1.3. In July 2022 the Health and Social Care Act was passed and enacted:
  - Dissolving the North Central London Clinical Commissioning Group and replacing it with North Central London Integrated Care Board (ICB)

- Creating a place based Integrated Care Partnership, made up of London Borough of Islington, ICB – Islington Directorate, NHS provider organisations serving Islington residents including Whittington Health Foundation Trust, University College London Hospital Foundation Trust, Camden and Islington Foundation Trust and voluntary sector organisations including Healthwatch Islington and Voluntray Action Islington. This Partnership Board is referred to as the Islington Integrated Care Board (IICB).
- The Islington Integrated Care Board has broad strategic ambitions; start, live and age well.

1.4. Islington has Section 75 agreements designed to enable the ambitions stated above, particularly in relation to ensuring Islington is a place where people live healthier, happier, longer and more independent lives. It covers adults and children’s commissioning through the following arrangements:

- Commissioning partnership agreements between London Borough of Islington (LBI) and Islington Clinical Commissioning Group (ICCG) (North Central London Integrated Care Board as of the 1st July 2022) that cover pooled budget arrangements for Mental Health, Intermediate Care, Carers, Learning Disabilities, Mental Health Care of Older People, and the Better Care Fund. Children’s services are also subject to the partnership agreement, although there are currently no pooled budgets, instead budgets are aligned.
- Provider partnership arrangement between LBI and Whittington Health for delivery of community equipment.

1.5. Islington Section 75 agreements with regard to commissioning broadly match the strategic ambitions of the Islington Integrated Care Board. The development of the Board provides an opportunity to develop the agreement in line with these ambitions and to advance our strategic ambitions.

1.6. The Health and Wellbeing Board is responsible for overseeing the delivery of the Section 75 agreement to ensure that it is operating effectively and having maximum impact - this report includes the objectives of each pool, key achievements from 2021/22, and priorities for 2022/23.

## 2. Recommendations

2.1. The Health and Wellbeing Board is asked to:

- Note the progress in 2021/22 between health and social care under Section 75 arrangements including key achievements
- Note priorities for 2022/23 and receive future annual reports on these arrangements

## 3. Background

- 3.1. Under Section 75 of the NHS Act 2006 local authorities and NHS bodies can enter into partnership arrangements to provide a more streamlined service and to pool resources, the aim of this is to improve services for residents and patients.
- 3.2. Section 75s are a tool to facilitate joint working to improve outcomes for residents and can act as a key enabler for integration. The legal flexibility to pool budgets provides a clear opportunity for local health and social care organisations to form integrated services.
- 3.3. There is strong evidence to suggest that integrated management structures and services have several beneficial outcomes for users and can make efficiency savings by avoiding duplication.
- 3.4. The commissioning S75 pools and the Better Care Fund are overseen at bi-monthly meetings jointly chaired by North Central London Integrated Care Board (ICB) – Islington Directorate (formerly ICCG) and the London Borough of Islington. This group receives quarterly Section 75 progress reports. The progress reports allow the group to oversee the joint commissioning of the services within the Section 75 agreements including risks and mitigations, finances and commissioning intentions. The group makes recommendations to the relevant decision making bodies in the ICB (Islington) and the Council or officers for future joint arrangements.
- 3.5. Islington Joint Commissioning teams manage and support the commissioning Section 75 arrangements. These posts work collaboratively across the ICB (Islington) and LBI to maximise the value of integration and budget flexibility. The ICB (Islington) and the Council remain committed to the Islington Joint Commissioning function and team for 2022/23.
- 3.6. The recent establishment of the North Central London Integrated Care Board (ICB) replacing local Clinical Commissioning Groups (CCGs); alongside current discussions about future commissioning functions in LBI, may influence the ongoing arrangements for local joint commissioning in the future.
- 3.7. For the provider Section 75 arrangement, between LBI and Whittington Health for delivery of community equipment there are joint forums with Whittington Health in place to oversee the delivery of equipment services with an overarching board that meets quarterly.
- 3.8. The Integrated Care Partnership is committed to continue to work in this way and build on our strengths as across all our outcomes and performance it is

demonstrated that working in this way has a real and positive impact on residents. Table 1 below sets out the schemes and the features of each. The report sets out in detail the main achievements and plans for each individual scheme.

**Table 1: Overview of schemes**

Name of Pool	Aims and Key Services
Children's Health	Meeting the Social Emotional and Mental Health Needs of Children and Young People (CYP)
	Ensuring the health needs of CYP with Special Educational Needs and Disabilities (SEND) are met
	Development of Paediatric Integrated Care, delivering complex health and care to families in their local communities
	Strategic development and implementation of Progression to Adulthood pathways to support transition into adult services
Mental Health	Prevention of re-occurring mental ill health including relapse
	Provision of supported housing and residential care
	Provision of statutory functions such as Independent Mental Health Advocacy
Learning Disabilities	Islington Learning Disability Partnership (ILDPA) which is a partnership between Whittington Health, the council and Camden and Islington Foundation Trust
	Commissioned services – supported accommodation and community services
	Council directly provided services – contributions to residential, shared lives and day
Carers	Islington Carers Hub (ICH) providing information, advice, guidance and interventions to unpaid carers living, or supporting people in Islington.
	Direct payments for carers to facilitate carer's strengths-based support plans.
	Provision of carer's respite care to allow carers a break from their responsibilities

Mental Health (dementia) Care for Older People	Local residential and nursing care for older people, particularly those with dementia and complex mental health needs.
	Provision of specialist dementia day services
Integrated Community Equipment Service (ICES)	Community equipment enabling residents to remain independent in their own home
Better Care Fund (including intermediate care)	Driving health and social care integration Provide the right care in the right place at the right time. Four key objectives <ul style="list-style-type: none"> <li>• avoidable admissions to hospital</li> <li>• admissions to residential and care homes</li> <li>• effectiveness of reablement, supporting people to recover following a hospital admission</li> <li>• hospital discharges to the person's usual place of residence</li> </ul>
	Rapid Response Team (Whittington)
	Virtual Wards (Whittington)
	Integrated Urgent Response Team (joint Whittington and LBI)
	Reablement (LBI service)

## 4. Children's Commissioning 2021/22: Year-end review

### Pooled and non-pooled budgets:

- 4.1. Whilst in 21/22 there were no pooled commissioning budgets in children services, the Section 75 agreement covers one non-pooled budget which funds the staffing and running costs of the Children's Health Commissioning Team.
- 4.2. The S75 agreement enables the Children's Health Commissioning team to commission services funded by the CCG or the Local Authority to deliver services for children with complex health and social care needs. This is done closely with Public Health and other local authority partners and schools. This is particularly

important in relation to the commissioning of speech and language and other paediatric therapies, services for children with disabilities, child and adolescent social, emotional wellbeing and mental health (SEMH) services and health services for vulnerable children: including services within the Pupil Referral Units, children looked after, young carers and those known to the Youth Offending Service /Targeted Youth Support.

- 4.3. In 2021/22, the local authority cost towards the cost of this team was £239,528 and the CCG cost was £43,674. These costs were different to previous years due to long standing vacancies reducing the CCG costs and interim agency costs increasing those paid by LBI.

#### Aligned budget

- 4.4. Within Children’s Services there is also an ‘aligned’ budget which covers the spot purchasing of placements for children with complex emotional, social and behavioural problems and/or disabilities. Decisions about the funding of these placements are made by a Joint Agency Panel (JAP) which is attended by the AD for Joint Commissioning and commissioners from Social Care and Education. This low volume, high cost budget is carefully monitored via the JAP Panel which in 2021/22 has continued to function effectively.
- 4.5. The overall JAP outturn in 21/22 was £3,891,306.81 with a standard split operating across agencies such that the outturn for each agency is described in Table 2 as follows:

**Table 2 – JAP 21/22 outturn**

<b>Total JAP outturn</b>	<b>CCG contribution</b>	<b>Education contribution</b>	<b>Children’s Social Care contribution</b>	<b>Adult Social Care contribution</b>
£3,891,306.81	£1,262,330.19	£817,174.43	£1,507,783.28	£304,018.92

#### Priorities for 21/22

- 4.6. In 21/22 there was a high level of staff turn over, which created some gaps for a period of time which have since been addressed. The primary focus of the team was in the following areas:
- Development of Paediatric Integrated Care services, delivering health and care to families close to home in their local communities where appropriate
  - Strategic planning for Social and Emotional Mental Health Services across the whole system
  - Ensuring the health needs of CYP with Special Educational Needs and Disabilities are met and that we secure best outcomes for this cohort of young people (SEND)

- Strategic development and implementation of Progression to Adulthood pathways to support transition into adult services

### Children's Integrated Care

- 4.7. The Children's Integrated Care Programme is central to ensuring that children's health care is managed in the community where it is safe to do so. This requires close collaboration between primary care, community and acute (hospital) services as well as linking up with local authority partners as needed.
- 4.8. Hospital @ Home: has continued to embed itself locally enabling acutely unwell children to have their care managed at home who would otherwise be treated in hospital. This provision of this service has been particularly meaningful during the pandemic; as it has facilitated, where appropriate, the treatment of CYP at home, avoiding the need for a hospital admission.
- 4.9. Most community health services for children in Islington are provided by Whittington Health. Monitoring of these services includes the following: Services for Children with Additional Health Needs such as Speech and Language Therapy, Occupational Therapy, Physiotherapy; Community Paediatrics, Community Children's Nursing, Continuing Care, Palliative Care, bladder and bowel, Audiology and Continuing Care. A focus of the teams work throughout the pandemic has been to work with local providers to think about how best to make services safely accessible. In particular, when schools were closed, how support and intervention could be provided where services were usually delivered in a school or early years setting.
- 4.10. The CYP commissioning team recognise that often our most vulnerable young people who need access to services, find it hardest to engage with mainstream health services. As such the team have continued to work closely with Local Authority colleagues, to think about how best we can meet the health needs of these vulnerable groups, by delivering co located joined up integrated services. Integrated Health Teams working within the Targeted Youth Support, Youth Justice Services and Looked After Children's Services.
- 4.11. The CCG has continued to fund health services into the Youth Justice Service including a nurse, two CAMHS posts, a Liaison and Diversion nurse, and a speech and language therapist. Mandatory speech and language screening was implemented for all YP entering YOS and this has resulted in better outcomes for some young people undergoing court proceedings.
- 4.12. The team also undertakes a series of engagement/monitoring meetings regarding the above and involves the local authority partners in these as needed. Hence the

S75 is enabling the local authority to have more direct involvement in the monitoring of the Whittington health contract than would otherwise be the case.

#### Social and Emotional Mental Health

- 4.13. The expanded SEMH community based counselling, therapeutic and emotional wellbeing service offer commenced from June 2019, and during 20/21 and 21/22 has continued to embed itself and evolve throughout this period of time. Over this period, we have seen significant increases in referrals coming into the front door, in line with the national picture, alongside an increase in complexity. Initially, the introduction of the CPA saw a significant reduction in waiting times, but the impact of the Pandemic on the mental health of CYP, has meant alongside increased referrals to the front door we have seen rising waiting times in some areas of the service.
- 4.14. We have continued to work closely with Children's Social Care this year to develop the delivery of CAMHS services to Children Looked After (CLA) to ensure we are maximising the use of the dedicated resource for CLA. The Schools Forum have continued to purchase CAMHS in schools which has meant that a comprehensive service was been provided across all Children's Centres, Primary and Secondary schools as well as special schools. This has enabled the delivery of a seamless service from early identification and intervention through to more specialist interventions when required.
- 4.15. In June 2019 Islington CCG and partners (including Islington Council, Whittington Health CAMHS and schools) were successful in their application to join Wave 2 of the MHST programme, providing additional funding (c. £900K per annum) to support children and young people's mental health and emotional wellbeing. MHSTs provide additional early intervention for children and young people with emerging mild to moderate mental health and emotional wellbeing issues, such as anxiety, low mood, behavioural difficulties or friendship issues. In addition to direct work with children and families the teams will also support school staff in whole school approaches to supporting positive mental health and resilience. The model includes all primary (47) and secondary (11) schools and the pupil referral unit (PRU) and alternative provision, thereby covering the whole mainstream population of pupils across Islington, including school-based 6th form. Throughout 21/22 this team has continued to evolve as The Schools Well Being Service and deliver provision into all mainstream schools. Learning from this process will inform local planning for a potential Wave 9 proposal in the near future.

#### Special Educational Needs and Disability (SEND)

- 4.16. The Children's Health Commissioning Team has worked closely with Education and Social Care in implementing the SEND reforms. This integrated approach to



SEND across the CCG and LBI were central to positive outcomes in the recent SEND Joint Inspection.

- 4.17. A key focus in this area has been the significant waiting times in both Therapy Services and for Neuro Developmental / Social and Communication pathways. The commissioning team have undertaken a detailed therapy review across all therapies, the findings of which will be addressed in 22/23. Following the SEND Inspection, a detailed action plan to address waiting time for assessment and diagnosis of ASD is also in place with work being undertaken at both a local level as well as NCL wide.
- 4.18. As part of the teams, LD and Autism portfolio of work, led by the SEND Joint Commissioning Manager, a successful bid to NHSEI to develop a dedicated key working service for CYP with LD and or Autism who are at risk of admission into tier 4 services, means we have doubled our key working capacity in Islington for this cohort of young people. This work builds on the ongoing impact and success of our local TCAPs service. As a result of this we have seen a significant decrease in the numbers of CYP admitted into Tier 4 with LD / ASD over 21/22 compared to the previous year when we had one of the highest rates nationally.

#### Progression to Adulthood

- 4.19. Following the sign off of Islington's Progression to Adulthood Strategy, 21 /22 saw the implementation of a pilot Progression to Adulthood Team working alongside Islington Learning Disability Partnership (ILDPA) to develop robust and effective pathways for young people with SEND. The new team offers transitional support to young people with Autism, Social Emotional Mental Health Needs, Physical/Hearing/Visual/Sensory Impairments and complex health needs. The team will ensure Care Act Assessments are undertaken in a timely way to build on young people's strengths, to maximise their potential and independence; and to plan further ahead to meet the needs of young people as they meet maturity. During 22/23 we seek to further develop and embed our learning from the pilot to continue to strive to meet the needs of this cohort of young people.

## **5. Adults Commissioning Intermediate Care – Value £6.560 million**

#### Objective of the Pooled Arrangement

- 5.1. The main objective of the Intermediate Care pooled budget is to have joint planning and oversight of the Islington Intermediate Care offer. The pooled budget invests in a range of integrated services to help people avoid going to hospital unnecessarily, help people be as independent as possible after a stay in hospital

and to prevent people from having to move into residential care. Through working jointly, the aim is to improve patient outcomes, reduce delayed transfers of care, improve Intermediate Care Services and acute hospital processes. There is regular joint monitoring of progress between the health and care system.

- 5.2. LBI hosts the Intermediate Care Pooled Budget. Table 3 sets out the range of services funded through the pooled arrangement.

**Table 3: Joint funded Intermediate Care Services**

Service category	Service	Provider	Description & Skill set
<b>Home based Intermediate Care</b>	REACH home based	Whittington Health	Home based multi-disciplinary therapy including physiotherapy, occupational therapy, and nursing
<b>Bed based Intermediate Care</b>	REACH bed based Therapy Team	Whittington Health	Bed based multi-disciplinary therapy including physiotherapy, occupational therapy and nursing supporting Mildmay and St Anne's rehabilitation care beds
	St Pancras Rehab Unit	CNWL NHS Trust	21 inpatient rehabilitation beds
	St Anne's Nursing Home	Forest Healthcare	10 rehabilitation beds in a nursing home setting
	Mildmay	Notting Hill House Trust	12 rehabilitation beds in an extra care sheltered setting
<b>Reablement</b>	In-house Reablement service	LB Islington	Reablement care to people in their own homes following a hospital discharge for a period of up to 6 weeks

### Key Achievements in 2021/22

- 5.3. The year was dominated by continuing challenges from the Covid pandemic; the services above were all required to rapidly adapt and adjust to support Islington residents. Hospital discharge in particular has seen continuous change as services flexed to adapt to changing capacity and pressure alongside shifting national and local priorities.
- 5.4. Bed based services (St Pancras, Mildmay, St Anne's) have all been under considerable pressure to support flow, as well as responding to new challenges related to infection control requirements. There has been close working with Public Health to provide ongoing support, and many services funded by the Better Care Fund (BCF) see section 11 are also important in this area.

- 5.5. The health element of the intermediate care pathway has been consolidated across North Central London, enabling Islington residents to access support across a larger range of units, and in return, providing mutual aid to other areas through the units above. This has enabled a more consistent use of this capacity, smoothing out pressures in demand, and provided resilience when units like Mildmay and St Anne's have been temporarily closed as a result of covid outbreaks or other issues.
- 5.6. Hospital discharge continues to evolve, with the embedding of the new Integrated Discharge Teams. This integrated service at the hospital provides a point of focus for partnership working around hospital discharge, bringing together Local Authorities, Acute Trusts, and Community Providers to work together to support our shared priorities of safe, timely discharge with a focus on home first.
- 5.7. An important area of development has been the Islington Reablement Service. This service was heavily affected by the pandemic; creating staffing pressures meant that capacity declined rapidly. As part of the work of the Islington Integrated Care Board, we have explored how the service can continue to further integrate with services like Whittington's REACH service and social work teams, to provide that critical support for residents in the first few weeks following a hospital discharge or event in the community, the refreshed service is now operating with expanded capacity to support Islington residents.

#### Priorities for 2022/23

- 5.8. We have reviewed the Intermediate Care Pooled Budget, and will be recommending that this pool be merged with the Better Care Fund in 2022/23. There are large areas of overlap between these two pools, and by bringing them together we will be able to streamline the management and oversight of this area. This will not result in any changes in services; it is to provide greater simplicity and clarity on these budgets.
- 5.9. In terms of service priorities, we will continue the transformation of Intermediate Care services to modernise the Islington offer, in the context of a COVID-19 environment. This will include the following:
- Enable discharge services funded via the Intermediate Care pool to effectively support and deliver the COVID-19 initiatives and changed ways of working
  - Establish an integrated health and care offer in the community that includes Intermediate Care, the Integrated Discharge Service, REACH, District Nursing services and Whittington Rapid Response and works closely with revised Discharge Arrangements

- Review of existing intermediate care beds in the context of COVID-19, NCL bed bases and P2 capacity. This will include considering what the optimal arrangements for Mildmay and St Anne's are going forward, alongside other units like St Pancras.

## 6. Adult Commissioning Learning Disabilities and Autism – Value £40,552,581 million (87.7% LBI and 12.3% NCL ICB)

### Objective of the Pooled Arrangement

- 6.1. The main objective of the learning disabilities and/or autism commissioning pooled budget is to ensure that adults with global learning disabilities and/or autism who are eligible for adult social care, health care and/or continuing health care arrangements can have their needs appropriately met by the health and social care system. The pooled budget aims to:
- Strengthen outcomes for people with learning disabilities and/or autism
  - Deliver more joined up assessments and support
  - Ensure the best use of resources to achieve agreed outcomes and objectives
- 6.2. Core areas of spend are broadly:
- Islington Learning Disability Partnership (ILDLP); including:
    - Social care team provided by the London Borough of Islington
    - Service Level Agreement (SLA) with Whittington Health for speech & language therapy and physiotherapy
    - Service Level Agreement (SLA) with Camden and Islington Foundation Trust for all other health professionals
  - Directly commissioned services – supported accommodation, community support, and consultation
  - Directly provided services
  - Continuing Health Care
  - Spot purchasing
  - Personal budgets/direct payments

### Key Achievements

- Social workers continue to carry out targeted strengths-based reviews to ensure that residents are receiving strengths based, personalised and equitable support
- We have continued to further embed our strengths based approach in social work practice and two externally facilitated workshops were delivered in 2021/22.

- In November 2021 we launched the complex physical health care pathway (ComPHy) - the ComPHy protocol and register enables regular review by multi-disciplinary teams to evaluate an individual's needs, support plan and contingency plan, risk assessing and increasing input and resources if necessary. The aim is to prevent unnecessary unplanned admission to acute hospital settings by supporting people to maintain and improve their health where possible.
- The Council commenced building work for a new supported living service which will be based at Windsor Street and procurement planning for the support provider has begun. The new provision will deliver high quality housing for residents with learning disabilities, support people currently placed in out of borough spot accommodation back into the borough and increase suitable in borough accommodation for young people transitioning to adults' services and service users currently living with family where it is no longer appropriate to continue to do so.
- The Council ensured that all Safe and Wellbeing reviews for inpatients with LD/autism were completed on time
- The Council facilitated access to guidance, training and funding in relation to infection control, testing and vaccination for providers to manage the COVID-19 pandemic among this highly vulnerable population.
- A COVID-19 vaccination booster programme for people with Learning Disabilities has been ongoing with specialist support from ILDP
- The Islington Learning Disabilities social inclusion and consultation service continues to ensure that the voices of service users and family carers are heard throughout service design and delivery. Over the course of the year service users and family carers have been involved in a range of commissioning activity as well as co-chairing the Learning Disability Partnership Board and its subgroups.
- The Council has continued to deliver a range of directly provided services for adults with learning disabilities and/or autism including, accommodation-based services, day opportunities and employment support. These services deliver positive outcomes for residents. The employment subgroup of the partnership board reported that 19 adults with learning disabilities were supported into paid employment during the year.
- The Council has continued to work closely on the North Central London Learning Disability and Autism Programme and are committed to ensuring that people with learning disabilities and/or autism who also have challenging behaviours and/or a mental health condition are not inappropriately admitted to specialist hospital care and are supported to live in their community wherever possible. This is evidenced through the low number of people with Learning Disabilities who have had to be admitted into acute inpatient settings in 2021/22 and that 100% of Care Treatment Reviews (CTR's) were delivered within timescales

## Priorities for 2022/23

- 6.3. Moving forward, commissioners will work with partners to:
- Undertake an accommodation needs assessment for people with learning disabilities and autism to inform our future commissioning and housing development intentions.
  - Undertake a review of Islington's commissioned accommodation pathway to identify opportunities to further embed move on and progression options
  - Review our all-age framework for individual support packages and day opportunities
  - Work with the Islington's Health and Social Care Academy to think creatively about how to continue to secure job outcomes for people with LD in an increasingly challenging job market
  - Co-produce an Islington Autism Strategy
  - Continue to develop plans to ensure our annual health checks for people with learning disabilities performance continues to improve

## **7. Adult Commissioning of Mental Health Services – Value £5,046,985 million**

### Objective of the Pooled Arrangement

- 7.1. The main objective of the mental health commissioning pooled budget is to ensure that health and social care provision in Islington is appropriately funded to meet the health and Care Act requirements of residents in the borough with mental health needs. This means ensuring that we have appropriate services in place to alleviate pressures on health and social care; providing Islington with a rich offer for mental health service users in an area with the highest number of people with serious mental illness in the country.
- 7.2. The pool supports the vast majority of S117 responsibilities relating to adult mental health for Islington CCG/ICB
- Prevention of re-occurring mental ill health including relapse
  - Provision of supported housing and residential care
  - Provision of statutory functions such as Independent Mental Health Advocacy
- 7.3. Outside of this pool but linked to joint commissioning priorities and activities are the following functions which help to support a rich tapestry of services that provide integrated health and social care in Islington:
- CCG funded mental health services
  - LBI funded spot purchased arrangements for residential care (mainly Out of Area) and domiciliary care, etc.

- LBI funded supported housing for those with medium or low level mental health needs
- LBI and C&I S75 arrangement for the provision of social work and Care Act duties delegated to C&I

### Key Achievements

- Redesign and procurement of a new mental health accommodation pathway for Islington residents: -
  - creating additional capacity within the borough to ensure residents are better supported closer to home
  - embedding a strengths-based approach to how support is delivered enabling move on and progression
- Agreeing a new budgetary configuration for our mental health accommodation pathway funded via the pool. This new arrangement will start from April 2023 following completion of Beaumont Rise; a new build supported accommodation provision for people with complex mental health needs.
- Delivering a strong all age partnership approach as evidenced through the Islington All Age Mental Health Partnership Board made up of stakeholders from social care, commissioning, service users, public health, the Trust and voluntary and community sector.
- Delivering a comprehensive range of support through the Islington Mental Health Recovery Pathway Service provided by Islington Mind; support includes day opportunities, reablement, psychosocial support and an out of hours crisis café
- Delivering support to residents through our commissioned Islington Crisis House; preventing escalation of need and avoidable admissions into acute mental health inpatient settings
- Working with providers to support ongoing management of COVID-19 in line with Public Health Guidance, to ensure residents and staff wellbeing and safety
- Working in partnership with stakeholders across health and social care to support the development and mobilisation of new core community mental health teams aimed at delivering a more integrated and holistic offer across health, social care and the VCS at a neighbourhood level
- Procuring a new integrated advocacy service in partnership with Camden Council

### Priorities for 2022/23

7.4. Moving forward, commissioners will work with partners to:

- Undertake a review of Islington’s commissioned crisis pathway provision to identify opportunities to further develop our suite of crisis prevention interventions and inform future commissioning intentions
- Undertake a review of specialist mental health employment support to determine future commissioning intentions
- Undertake a review of our mental health recovery pathway to determine opportunities to strengthen our recovery model and inform future commissioning intentions
- Continue our work to support residents placed out of area in supported living and residential/ nursing care provisions to return to the borough where appropriate
- Mobilise our new supported living provision based at Beaumont Rise (new build development)

## 8. Adult Commissioning Carers Pooled Budget – Value - £0.953 million

### Objective of the Pooled Arrangement

- 8.1. The main objective of the pool is to ensure that there is joined up health and social care support for unpaid carers. Having a pooled budget also promotes understanding of the needs of carers across health and social care statutory agencies, the wider voluntary sector and the community at large.
- 8.2. Primarily, the pool funds the Islington Carers Hub (ICH), which provides information, advice, guidance and support as well as social activities and peer support to all unpaid carers living in Islington or with a caring responsibility for someone living in the borough. The service is currently provided by Age UK Islington. Support is strengths based, varied and tailored to individuals’ needs, ranging from information and advice on health and social care service for the person they care for, support to apply for benefits or activities and events to support the carer’s wellbeing. Carers personal budgets across all primary need groups’ i.e. older adults, learning disability, mental health and physical disability are also funded from the pooled budget.

### Key Achievements in 2021/22

- ICH has been steadily increasing its reach over the last few years as shown in table 4.

**Table 4 – Islington Carers Hub Key performance information**

	20/21	21/22



Number of carers known to ICH	3227	3570
Number of carers supported	509	687
Statutory carer assessments	26	45

- In 2021 commissioners undertook a detailed review of the current offer for carers in the borough. Islington Carers' views and insights were at the centre of the review to ensure Islington's Carers Strategy and the types of support provided by the carers hub service reflect the needs and wishes of carers.
- 150 Islington carers took part in a range of engagement and coproduction activity that included meeting with carers groups, an online survey, and with support from Healthwatch Islington and community groups targeted in-reach to ensure the inclusion of the experiences of carers from Black and Asian Minority Ethnic groups and carers who face digital exclusion. Open zoom focus group sessions were also held with Islington carers to share their ideas and experiences and form a carers coproduction group who supported writing the service specification and tendering for the new Islington Carers Hub.
- Carers highlighted the following priority areas;
  - clear and concise information and advice
  - preventative support and care for carers
  - better acknowledgement and appreciation for carers' hard work and contributions
- Carers who engaged in the review, particularly the members of the coproduction group reported that it was a interesting and positive experience.
- Following this the service was recommissioned and has increased the offer for carers.
- The improved offer for carers lead by Age UK Islington which includes:
  - a new comprehensive digital offer for carers, through a partnership with Mobilise, an organisation run by and for carers, reaching a greater number of younger and working-age Carers. This has resulted in greater reach of previously 'hidden carers' and provides a greater range of ways carers can access support, including new opportunities for peer support.
  - a new counselling offer to support Carers' mental wellbeing, in partnership with Islington Mind.
  - Age UK Islington integrated the Carers Hub service within their wider Navigation Service, bringing a more multi-disciplinary approach to supporting carers.
  - The Contact Centre at Age UK Islington now brings together staff from the Carers Hub, Navigation, Enablement and Advice teams, and is having a positive impact on service delivery.

### Priorities for 2022/23

- Continue to develop the coproduction approach to all Carer support in Islington to continue to ensure services reflect Carers' needs and wants.
- Develop Islington's Carers Strategy, in partnership with ICH and key stakeholders across Islington who have a responsibility and interest in improving the lives of carers such as council departments, local health partners, the local voluntary sector, as well as Islington Carers.
- Make Islington a Carer friendly borough through the development and implementation of the strategy. Take a partnership approach to ensuring Carers feel valued and supported.
- A transition protocol is an agreed action under the young carers' strategy. This needs a renewed focus.
- Continue to improve access to timely Carers' Assessments and reviews.
- The Council and ICH will continue to work together to improve carers access to short breaks through trialling new ways of using 'flexible breaks' fund.
- Continue to improve identification and support for hidden Carers (including those from under-represented groups) who access Primary Care by giving ICH staff access to GP case note system EMIS and ICH training for GP Practice staff on communicating with Carers.

## 9. Adult Commissioning Mental Health Care of Older People – Value £7.461 million

### Objective of the Pooled Arrangement

- 9.1. The MHCOP pooled budget is a representation of the strong and long relationship or partnership working between the council and health, defined by taking long term decisions that benefit the whole system.
- 9.2. It was set up to support the health and social care system in its ambitions to tackle health inequalities, enable residents to live as healthy and fulfilling lives as possible and to keep services local that could be supported by our multi-disciplinary health and care operational teams.
- 9.3. The pooled arrangement has benefited the ICB and the Council in a variety of ways that are compatible with the overarching ambitions of the Integrated Care Board and Better Care Fund:
  - Supports local health services to avoid and delay hospital admissions
  - Avoids delayed transfers of care
  - Provides good quality care in the community following discharge from hospital, supported by delivery of high-quality care through our ICAT,

dementia liaison service and broader MDT support for local care home provision

- Enables residents to remain living locally, close to their community
- Support people living with dementia to maintain their wellbeing
- Offer respite to family carers of people living with dementia, to allow carers a break from their caring responsibilities to ensure their health and well being and their ability to continue to support their loved one.

9.4. The main objective of the Mental Health Care of Older People (MHCOP) pooled arrangement is to provide high-quality care and support for older people, including specialist care and support for older people with dementia, some of whom also have enduring and serious mental illness.

9.5. This pool provides a funding contribution to three Islington based care homes – Highbury New Park, Muriel Street, and St Anne’s – which specialise in the provision of nursing care for older people with dementia and serious mental illness. They support our Adult Social Care of ensuring older people are able to live healthier, happier, longer and more independent lives with everyone feeling connected and having as much social contact as they want. They also support the achievement of system outcomes:

- support local hospitals avoid and delay hospital admissions
- avoid delayed transfers of care, and
- provide good quality care in the community following discharge from hospital.

9.6. The services at Highbury New Park and Muriel Street were commissioned in 2003, on a long-term basis with Care UK, a private sector provider, with contracts running to March 2029 and June 2030, respectively. In May 2019, Forest Healthcare were commissioned to provide 15 Mental Health Nursing Beds at St Anne’s Care Home, to accommodate residents who had been cared for and supported at the now-closed Stacey Street Care Home.

9.7. In addition to this, the pool funds the Highbury New Park dementia specialist day centre. This service works to:

- support people living with dementia to maintain wellbeing
- offer respite to family carers of people living with dementia.

### Key Achievements

- The overall rating for all three homes is ‘Good’, following the Care Quality Commission’s most recent comprehensive inspections.
- The Council has worked with care homes to support ongoing management of COVID-19 in line with Public Health Guidance, to ensure resident and staff wellbeing and safety

- Admissions to homes funded by this pool have been affected by the pandemic.
- Two of the care homes have been affected by the need for building works to bring buildings up to modern safety standards, which has resulted in loss of new admissions to these care homes resulting in greater use of out of borough placements. Resulting in a council overspend of £2,015,185.
- The ICB volunteered a one off voluntary contribution of £866.350 in 2021/22 to support the Local Authority cost pressure on making spot placements due to the unavailability of Local Authority beds; this does not constitute part of the section 75 arrangement.
- One home had quality issues, which all affected admissions but which are now resolved.
- There are strong partnerships with the care home providers to drive improvements which we hope to have fully resolved in 2022/23.
- Commissioners have continued to promote opportunities for the homes to engage with the wider Islington development offer such as the Nurse practitioner network and the North Central London care homes coproduction group to continue to develop the care home offer across NCL.
- The Islington care home multi-disciplinary team (MDT) offer for care homes continued to be well utilised with strong partnerships between MDT colleagues and care homes.

#### Priorities for 2022/23

- 9.8. Moving forward, commissioners will work with providers to:
- Support ongoing management of COVID-19 issues and the development of new ways of working to meet resident needs in line with Public Health guidance.
  - Drive forward the building work improvements in two care homes to move to full occupancy, these works are currently underway and rapidly advancing.
  - Support and ensure that quality care is delivered as capacity improves as building issues are resolved.
  - Continue to build on the excellent clinical Multi-Disciplinary Team offer for care homes, further developing relationships with local mental health services to benefit residents and develop practice.
  - Undertake a strategic review of day centre provision for older people, including consideration of opportunities at Highbury New Park.
  - Support the development of connections to relevant local organisations (e.g. local arts and voluntary sector organisations) to improve resident quality of life.

## 10. Adult - Better Care Fund – Value £32,400 million

## Objective of the Pooled Arrangement

- 10.1. The Better Care Fund (BCF) is a nationally mandated pooled fund to support health and care integration. The Better Care Fund in Islington acts as a funding source to enable integrated working and initiatives across the borough. NCL Integrated Care Board is the host of the BCF.
- 10.2. Islington has a strong history of partnership working, commitment and energy to implement whole systems of integrated care, for the benefits of the local community. Since 2015 Islington has pooled investment from the BCF.
- 10.3. The requirements for the Better Care Fund are set nationally as per the Better Care Fund guidance; this has been updated and is available [here](#).

## Key Achievements in 2021/22

- Support for hospital discharge services is a key element of the Better Care Fund. This includes the Integrated Discharge Teams, the Reablement Service, capacity for Discharge to Assess services
- The Discharge to Assess, Reablement and Home Care, and Hospital Social Work offer has been successfully integrated into the new Integrated Urgent Rapid Response offer across the council and Whittington Health. This has supported co-working across these previously separate teams, and will help to better co-ordinate our response and the resident experience.
- As a result of the COVID-19 crisis and the government Discharge Requirement guidance, these services work increasingly closely with Whittington Community services and our two key acute hospitals, UCLH and Whittington Hospital, resulting in a collaborative discharge offer for delivering seven day a week, 08.00 – 20.00 discharges to residents in Islington.
- The Rapid Response service has delivered an increased 40% additional activity to reduce the number of preventable admissions attending A&E and or being admitted. This was a result increasing confidence in the service by referrers, and developing additional pathways with 111 hubs, and out of hour services, and developing a pathway for COVID-19 cases. Rapid response services provide a critical response for Islington residents, delivering health care within 2 hours of referral, and are a key part of our strategy to mitigate unwarranted hospital attendances.

## Priorities for 2022/23

- Enable BCF schemes to effectively support and deliver the COVID-19 initiatives and changed ways of working. Services have continued to adapt to provide support during the ongoing pandemic; this has resulted in substantial shifts in patient need and practice, and this ongoing evolution will be a feature of the services funded for the BCF through 22/23.

- Establish an integrated health and care offer in the community that provides an urgent crisis and recovery response for residents in Islington, in line with the NHS Long Term Plan, and aligns with the government's discharge guidance. This offer will be accessed via a single point of access and include Reablement, the Hospital Social Work Discharge function, Intermediate Care, the Integrated Discharge Service, REACH and Stroke rehab, District Nursing services and Whittington Rapid Response.
- Support the work of the Integrated Care Board to increase health and social care integration. This will include, for example, reviewing the Integrated Care Network services to understand how best to optimize this important Multi-Disciplinary Team interface for improved outcomes for Islington residents.
- Complete the merger of the Intermediate Care Pooled budget into the BCF, reducing duplication in our funding approaches and creating a single accountable budget.
- Review priority initiatives funded through the Better Care Fund in terms of effectiveness, value for money and wider support to the Islington System. This will include the services coming into the BCF, such as the rehabilitation care beds, and the ongoing development of rapid response.
- Respond to national initiatives such as the development of Virtual Wards, providing ever more support for residents post hospital discharge.

## 11. Islington Community Equipment Service (ICES) (pool between LBI and Whittington Health) – Value £1.545 million

### Objectives of the pooled arrangement

- 11.1. ICES is a key health and social care service which plays an important preventative role and reduces pressure on other parts of the system. The provision of equipment ranging from simple aids such as a walking stick or raised toilet seat or more complex equipment like beds and hoists, enables residents to live safely and independently in their own home, helping achieve our vision in which residents are enabled to live healthier, happier and more independent lives. The pooled budget arrangement allows health and social care colleagues to use the service to the benefit of residents. It also benefits the wider health and social care system, preventing need through equipment that prevents falls for example, supporting timely hospital discharges and reducing the need for packages of support and unnecessary intrusion into people's lives when equipment alone can, for some, meet their needs and enable people to maintain or regain independence.

11.2. The ICES contract is delivered by Medequip and is procured through the London Community Equipment Consortium. Islington's Community Equipment Board reviews the benefits of being part of the consortium contract, monitors spend, considers, and makes recommendations to drive improvements on the use of the service and efficiency of the budget.

#### Key Achievements in 2021-22

- The Community Equipment Board agreed a change in the financial contributions of each partner to better reflect levels of activity, this was agreed as LBI 40% and health 60%.
- The Board completed an analysis of spend and identified priorities for 22/23.
- Commissioners worked with colleagues across NCL to benchmark, share best practice and identify areas for improvements across NCL.
- Health and social care partners completed the necessary preparatory work for a next day delivery pilot.

#### Priorities for 2022/23

- Extend membership of the ICES Board to include other partners who utilise the service, for example paediatrics, to ensure the board continued to effectively monitor spend, consider, and make recommendations and drive improvements on the use of the service and efficiency of the budget.
- Deliver a next-day delivery speed pilot. This aims to improve resident experience and make more efficient use of the budget by utilising delivery speeds that match the urgency of the need. Other boroughs who have previously participated in the pilot have reported it as a positive service development. The pilot will conclude in 2023, the outcomes of which will inform further developments in the offer.
- Work with Consortium Occupational Therapist Lead to ensure clinicians who order equipment on behalf of residents have adequate training and information on the offer and can therefore order the most cost-effective items to meet residents' needs.
- Consider savings opportunities for the service that do not impact on resident outcomes. For example, increasing the use of local equipment stores to reduce delivery costs; or to increase the collection rates for items that can be recycled when no longer needed by residents
- Work in partnership with equipment leads across NCL to share learning and best practice.
- Despite the efficiencies measures above it is proposed that the the ICES budget is rebased as it has not been increased in recent years, and the drive to support more residents at home, rather than in residential care, has increased demand.

## 12. Summary Revenue Position: Adults Commissioning and Provider Section 75 agreements

- 12.1 Section 75 of the National Health Service Act 2006 and the NHS Bodies and Local Authorities Partnership Regulations 2000 provide the legislative framework for partnership working and allow for the establishment of a 'pooled' fund.
- 12.2 During the financial year ending 31 March 2022, seven adult pooled budgets were in operation between Islington Council and Islington CCG: Intermediate Care, Learning Disability, Transforming Care, Mental Health Commissioning, Carers Services, Mental Health Care of Older People and the Better Care Fund.
- 12.3 Due to the COVID-19 pandemic there was not a S75 commissioning pool annual report for 2020-21, so for the purposes of completeness and transparency the summary revenue position for 2020-21 and 2021-22 is shown in Table 5 and 7 below.

**Table 5: 2020/21-2021/22 Islington Council and Islington ICB Pooled budget summary table**

S75 agreement	2020/21					2021/22				
	Gross Budget (£)	Outturn (£)	Variance (£)	LBI (£)	NHS (£)	Gross Budget (£)	Outturn (£)	Variance (£)	LBI (£)	NHS (£)
Intermediate Care (Delayed Transfer of Care)	6,795,607	6,803,621	8,014	4,327	3,686	7,772,512	7,612,572	(159,940)	(94,365)	(65,575)
Learning Disabilities	39,114,657	39,658,841	544,184	477,249	66,935	40,552,581	40,552,581	-	-	-
Transforming Care	1,062,308	1,242,936	180,628	124,441	56,187	1,062,308	1,013,610	(48,698)	9,711	(58,409)
Mental Health	4,983,200	4,983,200	-	-	-	5,046,762	5,046,762	-	-	-
Carers	945,977	945,977	-	-	-	952,877	952,877	-	-	-
Mental Health Care of Older People (MHCOP)	7,252,963	7,399,028	146,065	146,065	-	7,460,898	9,476,083	2,015,185	1,148,835	866,350
Better Care Fund	34,603,023	34,603,023	-	-	-	34,570,065	34,570,065	-	-	-
<b>Gross Expenditure</b>	<b>94,757,735</b>	<b>95,636,626</b>	<b>878,891</b>	<b>752,082</b>	<b>126,808</b>	<b>97,418,003</b>	<b>99,224,550</b>	<b>1,806,547</b>	<b>1,064,181</b>	<b>742,366</b>

**Table 6: 2021/22 Islington Council and Islington CCG Pooled budget S256 summary**

Joint Funded Clients	2021/22 Gross Budget (£)	2021/22 Outturn (£)	2021/22 Variance (£)	LBI (£)	NHS (£)
Complex Clients*	1,100,318	1,041,640	(58,678)	378	(59,056)

\*Joint Funded Complex Client packages relating to Autism and/or Learning Disability that are not part of the Transforming Care Pool, these packages form a separate s256.



**Table 7: 2020/21-2021/22 Islington Council and Whittington Health Pooled budget summary table**

S75 agreement	2020/21					2021/22				
	Gross Budget (£)	Outturn (£)	Variance (£)	LBI (£)	NHS (£)	Gross Budget (£)	Outturn (£)	Variance (£)	LBI (£)	NHS (£)
Integrated Community Equipment Service	1,502,500	1,746,770	244,270	122,135	122,135	1,545,000	1,991,652	446,652	-	446,652

12.4 Variance in planned expenditure is shared between health and social care on a proportionate basis, based on percentage commitment to the pool.

## 13. Implications

### 13.1. Financial Implications

- 13.1.1. There are no direct financial implications from this report.
- 13.1.2. Any financial implications arising need to be considered and agreed as necessary by the Council and/or the Integrated Care Board (ICB).
- 13.1.3. Any plans or strategies derived or agreed in relation to this report should use existing available resources and therefore not create a budget pressure for the Council or the Integrated Care Board (ICB).

### 13.2. Legal Implications

- 13.2.1 The NHS Act 2006 allows named partners (NHS bodies and local social services authorities) to contribute to a common fund (pooling resources) which can be used to commission health and social care related services. This power allows a local authority to commission health services and NHS commissioners to commission social care services. It enables joint commissioning and commissioning of integrated services. The Better Care Fund is a National Programme which requires local authorities and Integrated Care Boards (ICBs), formerly CCGs to pool budgets through a section 75 agreement.
- 13.2.2 The Health and Care Act 2022 established Integrated Care Systems (ICSs) in July 2022. Integrated Care Systems are partnerships of NHS Bodies and LA's working with other organisations to deliver a cohesive health and care service to improve the lives of people in their region. Integrated Care Partnerships is the more local place (usually borough based) partnerships of the same which develop the local place based response to integrated care.

### 13.3. Environmental Implications and contribution to achieving a net zero carbon Islington by 2030

- 13.3.1. No environmental impact.

### 13.4. Equalities Impact Assessment

- 13.4.1. The council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant

protected characteristic and those who do not share it (section 149 Equality Act 2010). The council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The council must have due regard to the need to tackle prejudice and promote understanding.

13.4.2. An Equalities Impact Assessment is not required in relation to this report, because there are no major equalities implications associated with the production of the Annual Section 75 reports.

## 14. Conclusion and reasons for recommendations

14.1. This report is for assurance and note only

### **Final report clearance:**

Signed by: John Everson

### **Corporate Director of Adult Social Care**

Date: 21/10/2022

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