

**Manchester City Council  
Report for Resolution**

**Report to:** Health Scrutiny Committee – 2 March 2017  
**Subject:** Final Report and Recommendations  
**Report of:** Home Care Task and Finish Group

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**Summary**

This report presents the findings, conclusions and recommendations of the Home Care Task and Finish Group. The Task and Finish Group carried out an investigation into how the Council delivers home care services in Manchester.

**Recommendations:**

The recommendations are detailed in section 10 of the report.

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**Wards Affected:** All

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**Background documents (available for public inspection):**

Copies of the reports and meeting minutes for this Task and Finish Group are available via the Council's web-site. See also Section 10.0 Resources.

**Appendices:**

Appendix 1 - Terms of Reference of the Homecare Task and Finish Group  
Appendix 2 - Work Programme of the Homecare Task and Finish Group

## **1.0 Introduction**

1.1 At its meeting on 25 February 2016 the Health Scrutiny Committee agreed to launch a member led Task and Finish Group to monitor the transition of Home Care provision to the strength based model approach for both older people and people with physical disabilities in the context of the Care Act 2014.. It was decided that the scrutiny process was the most appropriate means by which to carry out this investigation.

1.2 At its meeting on 25 May 2016, the terms of reference and proposed work programme for the Home Care Task and Finish Group were formally approved by the Health Scrutiny Committee.

## **2.0 Membership**

2.1 The membership of the Task and Finish Group was:  
Councillor Craig  
Councillor Curley  
Councillor Monaghan  
Councillor Stone  
Councillor Watson  
Councillor Wills  
Councillor Wilson (Chair)

## **3.0 Objectives**

3.1 The objectives and key lines of enquiry were agreed by the Health Scrutiny Committee at their meetings on the 26 May. The full terms of reference are attached at Appendix 1 to this report.

3.2 The objectives of the Task and Finish Group were:

3.2.1 To understand the current delivery of Home Care for disabled people and older people.

3.2.2 To review the findings that are relevant to Home Care of the recent Adult Social Care consultation exercise.

3.2.3 To understand the views of both service users and providers

3.2.4 To understand the proposed offer for the future delivery of Home Care.

## **4.0 Key Lines of Enquiry**

4.1 The key lines of enquiry identified were:

4.1.1 The group will consider the current delivery model of Home Care.

4.1.2 The group will consider evidence from service users and a range of providers.

4.1.3 The group will conduct appropriate site visits to witness services provided and hear the views of service users.

4.1.4 The group will consider the future delivery of an integrated model of service delivery.

## 5.0 Meetings

5.1 The Task and Finish Group held three substantive meetings. The full detail of what it considered at each meeting can be found in the work programme, attached at Appendix 2.

| Meeting Date     | Focus   |
|------------------|---|
| 6 July 2016      | The Current delivery of Home Care for disabled people and older people and the outcome of the Adult Social Care consultation exercise.  |
| 2 November 2016  | The views of Service Users and Home Care Providers. Members provided verbal updates following their visit to meet with service users in receipt of homecare. Homecare providers were invited to the meeting to give feedback. |
| 19 December 2016 | The future delivery of homecare 2017/18.  |

## 6.0 What is Home Care?

The NHS Choices website describes homecare as:

“<sup>1</sup>Homecare comes in many forms and has many names used to describe it, including home help, care attendants and "carers" (not to be confused with unpaid family or friends who care for you).

Homecare can suit you if you need:

- personal care, such as washing or dressing
- housekeeping or domestic work, such as vacuuming
- cooking or preparing meals
- nursing and health care
- companionship

Homecare can be very flexible, in order to meet your needs, and the same person or agency may be able to provide some or all of these options for the duration of your care:

- long-term 24-hour care
- short breaks for an unpaid family carer
- emergency care
- day care

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<sup>1</sup> <http://www.nhs.uk/Conditions/social-care-and-support-guide/Pages/home-care.aspx>

- sessions ranging from 15-minute visits to 24-hour assistance and everything in between

## **7.0 Current Delivery of Homecare**

### *Relevant Objectives:*

*3.2.1 To understand the current delivery of Home Care for disabled people and older people.*

*3.2.2 To review the findings that are relevant to Home Care of the recent Adult Social Care consultation exercise.*

### *Relevant Key Lines of Enquiry:*

*4.1.1 The group will consider the current delivery model of Home Care.*

7.1 At its meeting held on 6 July 2016 members received a presentation which provided an overview of the recent consultation with adult social care citizens; the current homecare provision in the city; current challenges and issues and outlined the potential areas for scrutiny by the group.

7.2 A number of key issues and challenges were raised with current homecare provision including that the current system was fragmented and subject to workforce issues across the sector, providers were struggling to meet demand and/or make a profit and hospitals were experiencing delayed discharges.

7.3 In respect of the recent consultation with adult social care citizens members were advised that the response rate was low with 84 responses received from a total of 5,200 service users contacted. Key outcomes included that 57% either agreed or strongly agreed with the use of Community Assets, and that 71% either agreed or strongly agreed with the concept of a good week. Members were advised that a review had not been carried out since 2008, largely because few complaints were received regarding homecare providers and their risk ratings monitored on a continual basis by the Council were generally low.

## **8.0 The views of Service Users and Home Care Providers**

### *Relevant Objectives:*

*3.2.1 To understand the current delivery of Home Care for disabled people and older people.*

*3.2.2 To review the findings that are relevant to Home Care of the recent Adult Social Care consultation exercise.*

*3.2.3 To understand the views of both service users and providers*

### *Relevant Key Lines of Enquiry:*

*4.1.1 The group will consider the current delivery model of Home Care.*

*4.1.2 The group will consider evidence from service users and a range of providers.*

*4.1.3 The group will conduct appropriate site visits to witness services provided and hear the views of service users.*

8.1 In order to consider evidence from service users and a range of providers members agreed to carry out a number of site visits to witness the services provided and hear the views of service users. Members were provided with information leaflets 'Care in Extra Care Housing' and information on the schemes in Manchester which they could visit.

8.2 Visits were carried out as follows:

| <b>Scheme</b>              | <b>Date</b>       | <b>Members</b>               |
|----------------------------|-------------------|------------------------------|
| Hibiscus Court (Moss Side) | 23 September 2016 | Councillor Wills             |
| Whitebeck Court            | 30 September 2016 | Councillor Wilson and Stone  |
| Shore Green (Newall Green) | 27 September 2016 | Councillor Mary Monaghan     |
|                            | 30 September 2016 | Councillors Stone and Wilson |

8.3 Members reported their findings back to their next meeting held on 2 November 2016. Their feedback was generally positive and members reported that the visits had provided valuable insight into the services provided and the views of those using the services.

8.4 Providers of Homecare were also invited to the meeting held on 2 November 2016 and included representatives from a range of providers including Premier Care, Medacs, CASA and MRL Healthcare. All providers reported issues around the recruitment and training of homecare workers. Other identified issues included complicated relationships with commissioners and GPS and difficulties delivering an outcome based model alongside ensuring continuity of care for service users.

## **9.0 The future delivery of homecare 2017/18**

*Relevant Objectives:*

*3.2.1 To understand the current delivery of Home Care for disabled people and older people.*

*3.2.2 To review the findings that are relevant to Home Care of the recent Adult Social Care consultation exercise.*

*3.2.3 To understand the views of both service users and providers*

*3.2.4 To understand the proposed offer for the future delivery of Home Care.*

*Relevant Key Lines of Enquiry:*

*4.1.1 The group will consider the current delivery model of Home Care.*

*4.1.2 The group will consider evidence from service users and a range of providers.*

*4.1.3 The group will conduct appropriate site visits to witness services provided and hear the views of service users.*

*4.1.4 The group will consider the future delivery of an integrated model of service delivery.*

9.1 At its meeting on 19 December 2016 members received a report on the plans for the development and implementation of a new model of homecare, where homecare is an integral part of wider health and social care delivery within integrated neighbourhood teams. Members were made aware at their meeting held on 6 July 2016 that Trafford Council and Clinical Commissioning Group (CCG) were leading on a Cost Based Analysis (CBA) of potential alternatives to the current homecare system which would form part of a bid for transformation funding at a Greater Manchester level. Members were now further advised that Greater Manchester Directors of Adult Social Services had developed a programme to deliver improved outcomes for adults within a sustainable health and care system called 'Adult Social care- Radical Reform at Scale and Pace'. Two key issues were developing the skills of the homecare workforce in order to improve recruitment and retention of staff; and utilising the skills of the homecare workforce to carry out low level nursing tasks to support medical professionals and free them up to focus on other tasks.

9.2 Members were broadly supportive of the proposals and the approach, which would be a Greater Manchester approach. Since the Local Care Organisation (LCO) would not be fully operational until 2018 members were advised that an alliance contract would be used in the interim similar to a Memorandum of Understanding (MOU). An Interim CEO of the LCO had recently been appointed and would commence employment in January 2017 with the aim of getting services established by September 2017.

## **10.0 Conclusions and recommendations**

### **Recruitment and Retention of Homecare Workers**

10.1 To note there are issues around the recruitment and retention of homecare workers. To welcome the proposals at Greater Manchester level to employ enhanced care workers making homecare jobs more attractive by offering a career path into wider health and social care roles. To support the proposals for a robust training programme to be developed that includes equalities training, and to recommend this leads to a recognised qualification; and one that is also recognised outside of Greater Manchester. To recommend that Health Scrutiny Committee monitor this development going forward.

10.2 To recommend that further consideration is given to how homecare workers can be encouraged to remain working in the sector. Including that trade unions are consulted with and given recognition, in particular by homecare providers, and that all staff are paid a living wage.

10.3 To welcome the impact proposals for employing enhanced care workers will have on District nurses and other medical professionals; freeing them up to focus on more complex tasks in a health and social care system subject to increasing demands.

10.4. To welcome the fact that care visits lasting 15 minutes are only used for welfare checks and not for involved care tasks (such as washing and cooking). To recommend that a 30 minute minimum for care visits which require care tasks to be performed is formalised as the LCO is commissioned and that consideration is given to improving the use of technology to assess whether a home visit is required; in particular with respect to short welfare checks.

### **Our Manchester:**

10.5 In light of the Council's 'Our Manchester' Strategy future homecare services should be tailored to individual circumstances and local requirements.

10.6 To provide the Final Report of the Homecare Task and Finish Group to Age Friendly Manchester, and to receive their comments at a future meeting of the Health Scrutiny Committee.

10.7 To recommend that the role of the voluntary sector is included in the commissioning prospectus of the Local Care Organisation so that the provider is required to consider how it can work with the sector to improve outcomes for the residents who use these services.

### **Night care:**

10.8 Members recommended that increased visits in the night or 'on call' be made available. Members also welcomed news of a 'Sitting Service' being commissioned and requested the details be circulated to all councillors for information.

### **Hospital discharge:**

10.9 Members recommend closer working between social services and hospitals in identifying and assessing care needs to ensure a smoother pathway of transition from hospital to home. Members also stressed the importance of good communication between the hospital and General Practitioners (GPs).

### **Extra Care:**

10.10 To request that on-site catering be provided; or if not possible be provided by a local caterer instead to strengthen community ties and consideration be given to the use of a co-operative model. To request that officers explore whether more Extra Care could be tailored to existing conditions and where new technology was available how this could be used.

## **Recommendations Review**

10.11 To recommend that Health Scrutiny receives reports both in September 2017 and March 2018 from health commissioners reviewing the recommendations of the Task and Finish Group, and outlining how they have been put into practice.

### **11.0 Acknowledgements**

The Homecare Task and Finish Group would like to thank the following people for their advice and support during its investigation:

Councillor Andrews, Executive Member for Adult Health and Wellbeing  
Hazel Summers, Strategic Director for Adult Social Care  
Commissioning Manager (Performance and Compliance), Manchester City Council  
Strategic Lead- Learning Disabilities, Manchester City Council  
Scheme managers for Hibiscus Court (Moss Side), Butler Court, Whitebeck Court and Shore Green (Newall Green), Manchester City Council  
Adult Social Care Citizens residing at the following schemes: Hibiscus Court (Moss Side), Butler Court, Whitebeck Court and Shore Green (Newall Green).  
Zoe Robertson, Strategic Lead – Adult Social Care Locality/Citywide Services & Business Support  
Paul Bickerton, Manchester City Council  
Lesley Hilton-Duncan, Manchester City Council  
Angela Hawes, MRL Healthcare  
Joanne Gustafson, MRL Healthcare  
Kirsty Hamnett, Medacs Healthcare  
Paul Mooney, CASA  
Elaine Mellor, CASA  
John Regan, Premier Care  
Lee Walker, Scrutiny Support Officer  
Kate Andrews, Team Leader (Scrutiny)  
Jacob Morris Davies, Scrutiny Support Officer

### **12.0 Resources**

The Task and Finish Group used the following resources as part of its investigation, in addition to the reports provided at its meetings:

- Care In Extra Care Housing Information Leaflet (Includes: Extra Care ...What is it?, Accessing care in extra care housing, Who is ECH suitable for?, Who is ECH not suitable for?, What are the costs?, How do I apply)
- Information on Extra Care Schemes in Manchester (Whitebeck Court, The Byrons, Butler Court, Hibiscus Court, Westfields and Shore Green)
- Report from the United Kingdom Homecare Association (UKHCA)



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|------------------------|--|
| Title                  | Home Care Task and Finish Group  |
| Membership             | Councillors Craig, T.Judge, Mary Monaghan, Stone, Watson, Wills and Wilson   |
| Lead Executive Members | Councillor Paul Andrews – Executive Member for Adult Health and Wellbeing  |
| Strategic Directors    | Hazel Summers - Strategic Director of Adult Social Care  |
| Lead Officers          | Hazel Summers - Strategic Director of Adult Social Care  |
| Contact officer        | Lee Walker – Scrutiny Support Officer  |
| Objectives             | <ol style="list-style-type: none"> <li>1. To understand the current delivery of Home Care for disabled people and older people.</li> <li>2. To review the findings that are relevant to Home Care of the recent Adult Social Care consultation exercise.</li> <li>3. To understand the views of both service users and providers.</li> <li>4. To understand the proposed offer for the future delivery of Home Care.</li> </ol>                  |
| Key Lines of Enquiry   | <ol style="list-style-type: none"> <li>1. The group will consider the current delivery model of Home Care.</li> <li>2. The group will consider evidence from service users and a range of providers.</li> <li>3. The group will conduct appropriate site visits to witness services provided and hear the views of service users.</li> <li>4. The group will consider the future delivery of an integrated model of service delivery.</li> </ol> |
| Operation              | This subgroup will report its findings to the Health Scrutiny Committee by submitting minutes to the Committee. The Committee will be asked to endorse any recommendations from the Subgroup.  |
| Access to Information  | <p>Meetings of the Subgroup will be open to members of the media and public except where information that is confidential or exempt from publication is being considered.</p> <p>Papers for the Subgroup will be made available to members of the media and public on the Council’s website and the main entrance to the Town Hall except where information which is confidential or exempt from publication is being considered.</p>            |
| Schedule of Meetings   | To hold a number of substantive meetings (to be determined) with one additional meeting to agree the final report.   |
| Commissioned           | May 2016   |

**Health Scrutiny Committee – Home Care Task and Finish Group  
Work Programme**

| <b>Meeting 1 – Wednesday 6 July 2016 at 7pm, Scrutiny Committee Room</b> |   |                       |               |          |
|--|---|-----------------------|---------------|----------|
| Item   | Purpose   | Lead Executive Member | Lead Officer  | Comments |
| The current delivery of Home Care for disabled people and older people.  | To receive a presentation that describes the current delivery model of Home Care. This will include information on;<br>- current challenges identified<br>- work force and recruitment issues<br>- links to other City Council services<br>- the commissioning and allocation of services<br>- information regarding providers of Home Care | Councillor Andrews    | Hazel Summers |          |
| Outcome of the Adult Social Care consultation exercise                   | To receive a report regarding the outcomes of the Adult Social Care consultation exercise that relate to the provision of Home Care.  |                       |               |          |
| Terms of Reference and Work Programme                                    | To review and agree the Subgroup's terms of reference and work programme, and consider any changes or additions that are necessary.   |                       | Lee Walker    |          |

| <b>Meeting 2 – Wednesday 2 November 2016 at 3.30pm, Scrutiny Committee Room</b> |   |                       |               |          |
|---|---|-----------------------|---------------|----------|
| Item  | Purpose   | Lead Executive Member | Lead Officer  | Comments |
| Views of service users – Feed back from members visits                          | To understand and hear the views of service users members of the group will undertake a number of visits to service users in receipt of Home Care. This will allow members of the group to discuss the service and hear their views of people in receipt of care. | Councillor Andrews    | Hazel Summers |          |

|                                       |   |                    |               |                          |
|---------------------------------------|---|--------------------|---------------|--------------------------|
|                                       | An oral update from members will be provided at this meeting.   |                    |               |                          |
| Views of Home Care providers          | To understand the views of Home Care providers.<br><br>The group will hear from a number of invited providers of Home Care.         | Councillor Andrews | Hazel Summers | Invitees to be confirmed |
| Terms of Reference and Work Programme | To review and agree the Subgroup's terms of reference and work programme, and consider any changes or additions that are necessary. |                    | Lee Walker    |                          |

**Meeting 3 – Monday 19 December 2016 at 5.30pm, Scrutiny Committee Room**

| Item                                    | Purpose   | Lead Executive Member | Lead Officer  | Comments |
|---|---|-----------------------|---------------|----------|
| Future delivery of Home Care 2017/18    | To receive a report that describes the proposed future delivery of an integrated Health and Adult Social Care model of Home Care.<br>-This will be described in both a Manchester and Greater Manchester context.<br>- This report will also provide information on career pathways for young people. | Councillor Andrews    | Hazel Summers |          |
| Feedback from members on their findings | The purpose of this item is for members to feed back on the findings of this review and make recommendations that will inform the final report of the Task and Finish Group.  | -                     | -             |          |
| Terms of Reference and Work Programme   | To review and agree the Subgroup's terms of reference and work programme, and consider any changes or additions that are necessary.   | -                     | Deborah Dua   |          |

| <b>Meeting 4 – Tuesday 21 February 2017 at 5pm, Scrutiny Committee Room</b> |   |                       |              |          |
|---|---|-----------------------|--------------|----------|
| Item  | Purpose   | Lead Executive Member | Lead Officer | Comments |
| Final Report  | To agree the final report and recommendations of the Task and Finish Group. | Councillor Andrews    | Kate Andrews |          |