

## Manchester City Council Report for Information

**Report to:** Health Scrutiny Committee – 19 June 2018

**Subject:** Manchester Local Care Organisation

**Report of:** Michael McCourt, Chief Executive, Manchester Local Care Organisation

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### Summary

This report provides Scrutiny Committee with an update on the development of the Manchester Local Care Organisation. The paper specifically provides context as to the development of a Local Care Organisation for the City of Manchester in accordance with the Manchester Locality Plan. The establishment of the Manchester Local Care Organisation from April 2018 is described through a series of transactional documents, including but not limited to a Partnering Agreement and 2018/19 business plan.

The paper further provides an update on the development of the New Care Models that the Manchester Local Care Organisation is responsible for implementing in addition to providing an overview of the key deliverables for the LCO in 2018/19, and an update in regards to the implementation of neighbourhood working.

### Recommendations

Scrutiny Committee are asked to note the contents of this report and specifically the following:

- The significant progress made in the establishment of a LCO for the City of Manchester initially outlined in the LCO Prospectus and realised from April 2018 through the establishment of the MLCO;
  - The signing of the Partnering Agreement by each of the partner organisations of the MLCO; MFT, MCC, MPCP, GMMH and MHCC, enabling the MLCO to establish in April 2018;
  - The continued progress made in implementing and delivering the NCMs associated with the Greater Manchester Transformation Fund and Adult Social Care Grant and continued development of Integrated Neighbourhood Team hubs; and,
  - The creation of a co-designed and all-encompassing approach to the MLCO key deliverables for 2018/19 to ensure that it is best placed to meet the needs of communities and neighbourhoods of Manchester in regards to integrated health and social care.
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**Wards Affected:** All

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**Alignment to the Our Manchester Strategy Outcomes (if applicable)**

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Support Manchester residents to improve their health and wellbeing so they can benefit more from jobs created in the city
A highly skilled city: world class and home grown talent sustaining the city's economic success	Improve health and wellbeing so Manchester residents are better able to access the skills and learning they need to find and sustain jobs. Improve career pathways in health and social care and support residents to access these opportunities.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Radically improve health outcomes and reduce health inequalities across the city. Integrate health and social care, and support people to make healthier choices, so that people have the right care at the right place at the right time.
A liveable and low carbon city: a destination of choice to live, visit, work	Better connect health and social care services to local people. Communities playing a stronger part in looking after residents in their neighbourhood, including those who are unwell, vulnerable, socially isolated and lonely.
A connected city: world class infrastructure and connectivity to drive growth	N/A

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

None

## **1.0 Introduction**

1.1 Further to the establishment of the Manchester Local Care Organisation (MLCO) as a public sector partnership on April 1<sup>st</sup> 2018 through the agreement and signing of a Partnering Agreement this paper provides Scrutiny Committee with an update on progress in the intervening period since an update was brought to Scrutiny Committee in February 2018. In particular, it offers an overview on the following key areas and provide:

- Providing a background on the development of a Local Care Organisation in Manchester;
- Establishment of the MLCO through the Partnering Agreement;
- Development of a Manchester City Council Service Level Agreement;
- Approval of a 2018/19 MLCO Business and Finance Plan;
- Update on the implementation of New Care Models; and
- Overview of key deliverables of the MLCO for 2018/19.

## **2.0 Background**

2.1 A key priority of the Our Manchester Strategy is to radically improve health and care outcomes, through public services coming together in new ways to transform and integrate services. This involves putting people at the heart of these joined-up services, a greater focus on preventing illness, helping older people to stay independent for longer, and recognising the importance of work as a health outcome and health as a work outcome. The Locality Plan, “Our Healthier Manchester”, represents the first five years of transformational change needed to deliver this vision.

2.2 Manchester currently has some of the poorest health outcomes in the country, and there are very significant health inequalities within the city. The Locality Plan aims to overcome the significant financial and capacity challenges facing health and social care in order to reduce these inequalities and to become clinically and financially sustainable.

2.3 The plan sets out the complex, ambitious set of reforms that are needed to integrate services for residents. This included developing a Local Care Organisation for integrating out-of-hospital care, a Single Hospital Service for integrating in-hospital care, and a Single Commissioning Function for health and social care.

2.4 The Locality Plan is fully aligned with the Our Manchester approach to change ways of working. This will mean supporting more residents to become independent and resilient, and better connected to the assets and networks in places and communities. Services will be reformed so that they are built around citizens and communities rather than organisational silos.

## **3.0 Manchester Local Care Organisation Establishment**

3.1 In the last update to Scrutiny Committee it was noted that it would not be possible to establish MLCO as single legal entity owing to legal and financial

issues, including implications for VAT costs to the Council, all of which are national constraints outside of the control of partners locally.

- 3.2 To maintain progress it was agreed to establish MLCO through the construction of a Partnering Agreement, which clearly set out the services from partner organisations that will be within the remit of the LCO Executive and that the LCO Executive would become responsible for managing and delivering. Under this arrangement, all existing health and social care contracts will remain with the current providers, and this phase is expected to last until at least April 2019.
- 3.3 In March 2018 each partner organisation of the MLCO; Manchester City Council (MCC), Manchester University NHS Foundation Trust (MFT), Manchester Primary Care Partnership (MPCP), Greater Manchester Mental Health NHS Foundation Trust (GMMH) and Manchester Clinical Commissioning Group (CCG part of MHCC) signed the Partnering Agreement which established the MLCO from 1<sup>st</sup> April 2018.
- 3.4 This realised the Local Care Organisation element of the Locality Plan, creating a single leadership structure to provide integrated health and social care across the communities and neighbourhoods of Manchester as provisionally set out in the LCO prospectus released in March 2017.
- 3.5 The Partnering Agreement is a legally binding document which commits the Partners to supporting the establishment and the delivery of the MLCO, realising the ambition set out provisionally in the LCO Prospectus. The Agreement is for a ten-year term with provision for regular review and assessment, including whether it is possible to establish the MLCO as a legal entity in line with national regulatory barriers, such as VAT implications for local authorities and judicial review of Accountable Care Organisations (ACO) contracts.
- 3.6 The MLCO has established a Clinical Advisory Group (CAG), which is new forum in the Manchester locality, looking to build the connections between clinicians, service and social care professionals across the Manchester system. It is intended to work at the interface between primary, community and secondary care services to strengthen relationships. The membership of the CAG is comprised of senior clinicians and professionals from all partners in the Manchester system.

#### **4.0 Manchester City Council Service Level Agreement**

- 4.1 As part of the Partnering Agreement a specific schedule was included which outlines the Service Level Agreement (SLA) for MCC. The SLA confirms those the functions and services that will be delivered through MLCO, and confirms those functions that will not be delegated into it.
- 4.2 The Executive Director for Strategic Commissioning, retains their statutory DASS responsibilities. In regards to the delivery of adult social care, services will be delivered by MCC staff operating within the ambit of the MLCO, with line

management through to both the MLCO Chief Executive and the Executive Director for Strategic Commissioning.

- 4.3 The Executive Director for Strategic Commissioning will authorise the Director of Adult Services to perform the majority of adult social care functions except those that must remain with the DASS as the statutory accountable officer.
- 4.4 To the extent that certain decisions need to be undertaken at MLCO Board level, the Executive Director for Strategic Commissioning will authorise the Deputy Chief Executive to carry out those functions after consultation with the Executive Member on the MLCO Board.
- 4.5 The Agreement also makes provision for those decisions which must be made by full Council or statutory officers to remain with those decision makers, and for the MLCO Executive to attend and provide information to the relevant Council's Scrutiny Committees.

## **5.0 2018/19 Business and Finance Plan**

- 5.1 The MLCO 2018/19 business plan was approved by Partners (see 3.3) at the MLCO Partnership Board in March 2018. The business plan provides an update on the progress made to date in the establishment of the organisation, including the context set out in section 2. The plan also sets out the key priorities of the MLCO in 2018/19 with plans to deliver these as set out in this report
- 5.2 The LCO will plan, deliver, manage and evaluate services at 3 levels: Neighbourhood, Locality and Citywide as per the Target Operating Model outlined in the business plan.
- 5.3 As part of the production of the MLCO 2018/19 business plan, a financial plan for 2018/19 has also been produced.

## **6.0 New Care Models**

- 6.1 The New Care Models (NCM) which the MLCO is responsible for mobilising, continue to progress through the key phases of business case, design, mobilisation, implementation and evaluation. These are the NCMs which have been funded through the Greater Manchester Transformation Fund and the Adult Social Care Grant as agreed during 2017/18.
- 6.2 The pilot of High Impact Primary Care (HiPC) in 3 neighbourhoods is now fully mobilised and the service is operational. Whilst still in its early stages there is evidence to suggest that there has been a positive impact on patients as part of the HiPC cohort, such as a reduction in demand for other services including A&E, outpatients and general practice. The metrics of reporting these outcomes are in the process of being finalised.
- 6.3 Recruitment of staff into the additional reablement capacity and complex reablement service has commenced with the complex reablement service going

live 21<sup>st</sup> May 2018. A total of 42 additional posts have been recruited to in total with 25 of these already in post.

- 6.4 A number of the NCMs are still progressing through the stages of business case development and approval and design through to evaluation. These are being effectively monitored and tracked within the MLCO and with partners through the Health and Social Care Commissioning Group, chaired by the Executive Director of Strategic Commissioning.
- 6.5 The MLCO has developed an approach in partnership with colleagues in MHCC and MCC for those models that are mobilised, to be able to monitor and report on progress against delivery of key metrics; such as spend, activity, benefits realisation, and KPI delivery, along with the development of patient and resident stories to ensure a full picture of the impact of mobilisation on our current services. This is being refined and developed during Quarter 1 of 2018/19 and the reporting will be aligned to the management and delivery of current services that have transitioned to the MLCO in 2018/19.
- 6.6 The hubs for the Integrated Neighbourhood Teams (INTs) across Manchester continue to be mobilised, which will ensure that staff from across health and social care are physically co-located. It is still the intention of MLCO to have all hubs operationally live in Quarter 3 2018/19 as agreed with MHCC. The locations of the hubs are as follows:
- |           |                               |
|-----------|-------------------------------|
| Central – | Chorlton                      |
| Central – | Gorton District Office        |
| Central – | Vallance Centre               |
| Central – | Moss Side Health Centre       |
| North –   | Victoria Mill                 |
| North –   | Cheetham Hill PCC             |
| North –   | Cornerstones                  |
| North –   | Harpurhey District Office     |
| South –   | Etrop Court                   |
| South –   | Burnage                       |
| South –   | Parkway Green House           |
| South –   | Withington Community Hospital |
- 6.7 To date we have completed Estates and IM&T works in six of the 12 hubs with Health staff operating out of all six. Social care staff are permanently working out of one of them (Gorton South) and have the ability to hot-desk in the remaining five prior to permanent re-location (Chorlton, Vallance Centre, Moss Side Health Centre, Burnage, Withington Community Hospital).
- 6.8 In parallel to the Estates and IM&T work, plans to finalise the co-location of social care staff into the operational INT Hubs are nearing completion, this work is being supported by Bernie Enright and will ensure that all operational challenges are identified and resolved where staff are already co-located.

6.9 Discussions and work on the remaining six hubs is still ongoing with each having its unique challenges and interdependencies. However, progress continues to be made albeit at differing rates.

## **7.0 Integrated Neighbourhood Team Leads**

7.1 Conversations regarding the development of the 12 integrated neighbourhood teams began in late summer 2017 involving staff side and trade union colleagues. Initially it was envisaged that the 12 new INT lead roles could be advertised as additional new posts. However, following discussion within the Manchester LCO and with MCC, it was recognised that there was an advantage in realigning the existing locality and neighbourhood services at the same time as appointing to the INT lead roles.

7.2 Since April, the MLCO Executive has been working together on the alignment of social care and health services to develop an operational structure. Through this process a preferred model for a new senior leadership structure for adult social care has been identified, as has the subsequent re-alignment of city-wide and locality ASC teams into MLCO structures. The revised ASC organisational arrangements have been previously discussed with and approved at MCC's Personnel Committee.

7.3 The timetable for implementation of the process to recruit into the 12 Neighbourhood Leads will be developed in conjunction with our trade union partners and it is intended that these posts will be filled by Autumn 2018.

## **8. 2018/19 Key Deliverables**

8.1 During 2018/19 a collaborative approach to planning the MLCO's key deliverables for 2018/19 have been produced with MHCC. The deliverables are those things that the MLCO would commit to delivering throughout the year. This was done to ensure that the transition of services into the MLCO was undertaken in a safe manner, whilst planning ahead towards 2019/20.

8.2 The 2018/19 deliverables will be managed by the MLCO Executive Team through internal governance processes. These will be monitored with progress and impact reports provided to the MLCO Partnership Board and MHCC (including regular and ongoing dialogue between the MLCO Executive and the Executive Director for Strategic Commissioning). The deliverables have categorised into six key priority areas, aligned to the Business Plan which are as follows:

- **Ensure a safe transition and a safe start**  
The MLCO will ensure that the services that transfer from partner organisations are done so safely, and that the delivery and quality of services is maintained for local people.
- **Improve lives through population health and primary care**  
The MLCO is to take a whole population approach throughout the 12 neighbourhoods of Manchester. During the year the MLCO will focus on

making sure the neighbourhoods function effectively whilst understanding the needs of people in the communities that we work in.

- **Redesign core services**  
The MLCO delivers services across neighbourhoods, localities and city-wide. We will continue the work with citizens on service improvement and on the design of new models of care.
- **Ensure financial sustainability**  
The MLCO is a platform to drive system change and ensure health and social care in the city is sustainable in the long term. As such will ensure that the anticipated financial benefits associated with the MLCO are delivered and also produce a longer term financial plan.
- **Create our organisational strategy**  
The MLCO has brought, and continues to bring, staff together from a range of organisations and sectors to work collectively to deliver services on behalf of the people of Manchester. We will create an organisation that staff, residents and stakeholders are proud to be associated with.
- **Prepare for 2019/20 and beyond**  
As more services will transfer to MLCO over the coming years, a focus will be placed on a number of critical tasks to embed the operational structures needed to realise the benefits of integrated working and ensure we are ready for this growth.

8.3 The MLCO team is working with partners to identify the deliverables which will be delivered in collaboration with them. The MLCO has established regular Exec-Exec meetings with partner teams to ensure 18/19 delivery plans are aligned and delivered as far as possible in collaboration. This work has started with both MPCP and MHCC.

## 9.0 Recommendations

9.1 Scrutiny Committee are asked to note the contents of this report and specifically the following:

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- The signing of the Partnering Agreement by each of the partner organisations of the MLCO; MFT, MCC, MPCP, GMMH and MHCC, enabling the MLCO to establish in April 2018;
- The continued progress made in implementing and delivering the NCMs associated with the Greater Manchester Transformation Fund and Adult Social Care Grant and continued development of Integrated Neighbourhood Team hubs; and,
- The creation of a co-designed and all-encompassing approach to the MLCO key deliverables for 2018/19 to ensure that it is best placed to meet

the needs of communities and neighbourhoods of Manchester in regards to integrated health and social care.