

Manchester City Council Report for Information

Report to: Health Scrutiny Committee – 23 June 2021

Subject: Strategic Scene-Setting

Report of: Director of Public Health, Executive Director Adult Social Services and Deputy Director Adult Social Services

Summary

This report provides an overview of:

- Health inequalities and outcomes in Manchester
- An overview of the system wide response with a focus on Manchester's Local Care Organisation
- An update on Better Outcomes, Better Lives, the Manchester Local Care Organisation's transformation programme for Adult Social Care.

A summary of key health indicators, health inequalities and the impact of COVID-19 is provided as a slide set. The Population Health Recovery Programme is now underway, building on the existing Manchester Population Health Plan (2018-2027), but recognising that COVID-19 has exacerbated existing health inequalities in Manchester. A current working draft of this recovery programme is also provided.

Better Outcomes, Better Lives is Manchester Local Care Organisation's transformation programme for Adult Social Care, which commenced in 2021 and builds on work to integrate health and social care in Manchester, the ASC improvement programme, and other transformation initiatives delivered in recent years. The programme is underpinned by the Our Manchester approach and is a long-term programme of practice-led change, focused on supporting the people of Manchester to achieve better life outcomes. The programme has been developed alongside work to develop the 2021/22 budget and is designed to deliver savings on the ASC budget, through improving ways of working.

The attached presentation provides detail of the programme including:

- The scope of the programme including the detail of the individual workstreams;
- The outcomes we are hoping to achieve; and
- An update on progress so far.

Recommendations

The Committee is asked to consider and make comments on the content of this report and the attached presentations.

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

As a key contributor to delivering the ASC and overall Manchester City Council budget in 2021/22, the Better Outcomes, Better Lives programme reflects the declaration of a climate emergency. The responsive commissioning workstream in particular will explore options to ensure the programme makes a contribution through action taken working with our external care market.

Our Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	
A highly skilled city: world class and home grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Our work to tackle health inequalities and deliver Better Outcomes Better Lives are designed in particular to make a contribution to creating a progressive and equitable city – through working with our communities, our residents and assets to improve outcomes for those who need support
A liveable and low carbon city: a destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

Contact Officers:

Name: David Regan
 Position: Director of Public Health
 E-mail: david.regan@manchester.gov.uk

Name: Bernie Enright
 Position: Executive Director Adult Social Services
 E-mail: bernadette.enright@manchester.gov.uk

Name: Helen Ibbott
 Position: Acting Director of Strategy, Manchester Local Care Organisation
 E-mail: helen.ibbott@nhs.net

Name: Sarah Broad

Position: Deputy Director Adult Social Services
E-mail: sarah.broad@manchester.gov.uk

Background documents (available for public inspection):

None

Introduction

1.1. This report provides an overview of:

- Health inequalities and outcomes in Manchester
- An overview of the system wide response with a focus on Manchester's Local Care Organisation
- An update on Better Outcomes, Better Lives, the Manchester Local Care Organisation's transformation programme for Adult Social Care.

2. Health inequalities and outcomes in Manchester

2.1. An overview of health inequalities in Manchester is provided in Appendix 1. The city has a long tradition and history of addressing health inequalities and the Manchester Population Health Plan published in 2018 before the pandemic set out a number of key priorities that are more important than ever. A link to this plan is provided below.

<https://www.manchester.gov.uk/healthplan>

2.2. A draft of the Population Health Recovery Programme Framework is provided in Appendix 2 and the Committee may want to focus on particular areas of this plan during the municipal year. Dr Cordelle Ofori, Consultant in Public Health Medicine, will provide a brief overview of the plan at the meeting.

3. Manchester Local Care Organisation – Recovery and Reform

3.1. The Manchester Local Care Organisation (MLCO) was established in 2018. It is responsible for delivering neighbourhood based integrated health and social care through a strengths-based approach to empower people to take greater responsibility for their own health and wellbeing. The Manchester Partnership Board (MPB) was established in 2020 to provide a single senior forum for the co-ordinated leadership of health and social care in Manchester and reports into the Health and Wellbeing Board. It has recently endorsed MLCO as the delivery vehicle for reducing health inequalities and improving population health of people in Manchester.

3.2. Through MPB, health and social care system leaders in Manchester have agreed that in order to achieve the city's ambitions, the Manchester Local Care Organisation should be strengthened with the right resources and responsibilities to enable integrated working at scale and pace. As part of this work, the Council's Executive delegated approval for the sign-off of a new section 75 agreement between Manchester City Council (MCC) and Manchester University Foundation Trust (MFT) to officers in June 2021. The section 75 agreement facilitates the effective delivery of integrated health and adult social care and includes the delegation of responsibility for adult social care to MLCO.

- 3.3. MLCO's Recovery, Reform and Portfolio Board oversees the design, mobilisation, delivery and impact of the MLCO transformation portfolio. The portfolio is comprised of six main programmes:
- Neighbourhood development
 - Better Outcomes, Better Lives (see section 4 below)
 - Long Term Conditions;
 - Children's transformation;
 - Transitions Programme; and,
 - Information Programme.
- 3.4. The Recovery and Reform Programme encompasses community adult health and adult social care services, and children's community health services. The programme is being built in the spirit of integration, and it is aligned to the approach and workstreams of Better Outcomes Better Lives. It has taken into account the NHS planning guidance, the recovery approach developed by the Manchester Partnership Board and the MFT Recovery plan.
- 3.5. Whilst we will continue to deliver community adult health and adult social care services, and children's community health services for the people of Manchester, as a result of the pandemic we have instigated a focused approach to how we recover our service and operating models. As a result of our learning from the pandemic we are reforming how we deliver those services.
- 3.6. The purpose of the Recovery and Reform Programme is to:
- Rapidly and safely restore services for patients and their families, whilst continuing to deliver our current operating model;
 - Reform how services work to provide the very best in community health and care for Manchester and Trafford within the wider system context; and,
 - Provide assurance of delivery of the relevant national and local planning guidance through the MLCO operating plans and corresponding service plans.
- 3.7. In line with the NHS Planning Framework, the Recovery and Reform Programme will take a population health management approach and aspires to deliver the quintuple aim:
- Enhance experience of care;
 - Improve health and wellbeing of the population;
 - Reduce per capita cost of health and care and improve productivity;
 - Address health and care inequalities; and,
 - Increase the wellbeing and engagement of the workforce.
- 3.8. Throughout the pandemic we have followed national guidance to step down and re-stand up some of our services. Following a process of restoration

MLCO have continued provision to near-normal levels. This restoration took account of lessons learned during pandemic.

- 3.9. MLCO will ensure that the recovery and reform approach is underpinned by a robust quality impact assessment process aligned to that utilised by MFT that will maximise patient safety, minimise harm, and support staff.
- 3.10. To achieve the NHS Planning Framework we need to develop models of care that respond to the needs and potential opportunities for specific cohorts of the population who currently experience the worst health outcomes. This will require us to adopt a commissioning approach that works on a neighbourhood footprint or as close to the resident as possible, and use a strength-based approach designed specifically to meet the varied needs of the people of Manchester.
- 3.11. Commissioned care models should focus on proactive, personalised interventions to prevent illness, reduce the risk of deterioration and address inequalities. We need to continue to capitalise on our current work programmes to ensure the system has regard for the efforts of MLCO in supporting care models for the city, particularly in relation to our hospitals and the positive impacts on flow and long-term conditions.
- 3.12. We need to align the delivery of all core MLCO services to deliver excellent integrated core provision in our communities.
- 3.13. The Recovery and Reform Programme workstreams are being scoped and aim to achieve a reduction in unwarranted variation in service operational delivery and commissioning arrangements; facilitate collaborative and consistent redesign processes; and, improve sharing of best practice.
- 3.14 The workstreams are:
 - Children's community health services portfolio approach
 - Urgent community care (this covers Discharge to assess, crisis, community beds, reablement, IV therapy)
 - Pro-active / planned care including a review of Adult nursing
 - Alignment of management responsibilities
 - Reinstate citywide / specialist community health services
 - Smaller service change projects
- 3.15. The next steps for the programme are to:
 - Build the workstreams within the projects; and,
 - Develop the trajectories and metrics to monitor progress through the MLCO Recovery, Reform and Portfolio Board

4. **Better Outcomes, Better Lives – Adult Social Care Transformation**

- 4.1. Better Outcomes Better Lives (BOBL) is the MLCO's programme to transform the way that we do adult social care so that it meets the needs of our most vulnerable residents and makes best use of the resources that we have.
- 4.2. In March 2021, we brought a report to the Health Scrutiny Committee which provided detail on the background to Better Outcomes Better Lives and the progress programme, which began in January 2021. (link to report - <https://democracy.manchester.gov.uk/ieListDocuments.aspx?CId=142&MIId=3383&Ver=4>)
- 4.3. Last year, we carried out an in-depth analysis of Manchester's adult social care, supported by external organisation IMPOWER. They reviewed our current practices and how our demand was expected to change over the next few years. They identified significant opportunities to improve practices in order to reduce, prevent and delay demand on services, while also improving outcomes for people in Manchester.
- 4.4. The programme is key to delivering the savings set out in the 2021/2022 budget agreed by the Council in March 2021. The Better Outcomes Better Lives trajectory model, agreed in October 2020, has net savings of £6.1m in 21/22.
- 4.5. The programme is structured around six key workstreams. Four of the workstreams started in January 2021.
 - **Maximising independence** – practice led work with teams across the city, embedding strength-based approaches to assessment and review including via 'Communities of Practice' being rolled out across teams
 - **Short-term offer to support independence** – building reablement capacity, embedding technology and digitally enabled care and ensure opportunities to maximise independence through hospital discharge
 - **Responsive Commissioning** – ensuring that our commissioning approaches are responsive to need and demand
 - **Performance Framework** – embedding a learning and performance approach across the service at all levels
- 4.6. The two remaining workstreams are in development and will be phased to begin when they will have the most value:
 - **Transforming community and specialist teams** – building on work to integrate adult social care and community health in LD teams and Integrated Neighbourhood Teams.
 - **Early Help** – improved initial contact, online offer and maximising the community offer
- 4.7. MLCO have commissioned IMPOWER to work with us to deliver Better Outcomes Better Lives, building on their expertise and experience with other

local authorities, tailored to the specific strengths and challenges that we have in Manchester.

4.8. Our progress in delivering the programme following the update in March is outlined below:

4.9. **Maximising Independence**

4.10. We have taken a locality-based approach in this workstream, starting in South. In **South** we have worked intensively with teams to establish new reflective practices. This has included:

- Introducing **Communities of Practice** – a weekly space for practitioners to learn, reflect and share experience around strength based approaches, get peer support and challenge and contribute to personal development.
- Developing **Strengths Based Approaches** toolkit for practitioners
- Developing an approach to reviewing current care arrangements for people to ensure they best the needs of the person

4.11. We are now establishing these practices as business as usual for teams in South. We have begun working with **North** locality to engage with teams and set up new practices. **Central** will begin later in the year.

4.12. **Short-term Offer**

4.13. The progress we have made within the Short-term Offer workstream includes:

- Producing a suite of documents and demonstration videos supported by a series of workshops to raise awareness and increase the knowledge of frontline practitioners on why, how and where to issue technology enabled care (TEC) to maximise a citizen's independence.
- Securing approval for significant investment into Reablement to provide additional capacity to support work to increase community referrals and respond to unmet demand.
- Identifying a number of opportunities with health partners to pilot the usage of TEC such as, early detection for falls prevention and telehealth for the monitoring of COPD and respiratory conditions, to maximise citizen's independence and reduce the dependency upon services.
- Carrying out and evaluated a joint Reablement and Occupational Therapist goal setting trial which has revealed positive outcomes for the individual's independence and a reduction in their care needs. This has provided the evidence to start an extended wider pilot.
- A series of pilots to deliver an integrated short term offer, which focuses upon opportunities to ensure that a citizen's best possible outcomes are maximised from first contact.

4.14. **Responsive Commissioning**

4.15. One of the main aims of this workstream is to take the learning from the other workstreams, in particular Maximising Independence, and ensure that the

commissioning offer reflects what people need. Key to this has been ensuring that practitioners know what is available, so we have run sessions to go back to basics for practitioners, e.g. on Homecare and are making improvements to Help and Support Manchester based on what practitioners have told us.

4.16. We are also using the learning from the other workstreams to identify gaps in the commissioning offer, and have identified opportunities to test different approaches or methods for commissioning on a small scale to understand if they can be scaled up effectively (prototyping).

4.17. We are also in the process of developing a commissioning plan for the LCO.

4.18. **Performance Framework**

4.19. This workstream is developing a framework to monitor the impact of programme interventions and delivery of improved outcomes for citizens whilst reducing costs. The key areas which have been progressed since January are:

- **Development of strategic performance framework** (top level report and trajectories) which will support the MLCO to understand how metrics across key services are changing and whether this influences programme priorities.
- **Development of team level (locality level) performance framework** to improve accountability and ownership of performance at team level – driving evidence-based action; roll out linked to maximising independence interventions.
- **Introduction of learning logs** which are a tool used by Better Outcomes Better Lives to support further acceleration, enhancement and embedding of strengths-based practice. Feedback from the logs helps the programme understand and respond to issues and barriers to using a strengths-based approach.

4.20. **Programme Wide**

4.21. Across the programme, we have also established a communications and engagement plan to ensure that we are connecting the programme to staff within the wider LCO. We have developed a section on the LCO's staff extranet to support this, which gives an overview of the programme, including videos from the Deputy Director and workstream leads.

4.22. Using the existing communication channels, such as broadcasts, we are also communicating key messages and information back to staff so they can see the impact of the changes and connect their own work to the impact of the whole programme.

4.23. Further detail about the aims of the programme, the impact and upcoming priorities can be found in the attached slides at appendix 3.

5. Recommendations

- 5.1. The Committee is requested to note the content of this report and the attached slides.