

**Manchester City Council
Report for Information**

Report to: Health Scrutiny Committee – 21 June 2023

Subject: Better Outcomes Better Lives & Adult Social Care
Commissioning

Report of: Executive Director of Adult Social Services

Summary

This report provides Scrutiny with a further update on the Better Outcomes Better Lives Transformation Programme and an update on Adult Social Care Commissioning, including the latest refresh of the MLCO Commissioning Plan.

Recommendations

The Committee is recommended to consider and comment on the report.

Wards Affected: All

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

The commissioning of adult social care services through the external care marketplace enables procurement activity to be focused on Social Value benefits and providers' contributions to the zero-carbon targets for the city.

Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments
--

The provision of statutory and non-statutory adult social care services meets the needs of Manchester's citizens and carers across all communities, working with VCSE organisations to identify and better support people in harder to reach communities and hidden carers, for example.
--

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Adult Social Care, through both in-house and external care provision, significantly contributes to the economic growth of the city through employment and opportunities for individuals to flourish and develop, including Social Work students and Apprenticeships
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	Delivering the Better Outcomes, Better Lives programme is focused on improving outcomes and contributes 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	Commissioners are able, through procurement approaches, to ensure that existing and new providers in the care marketplace are fully committed and delivering on the low carbon aspirations for the city
A connected city: world class infrastructure and connectivity to drive growth	

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

None

Financial Consequences – Capital

None

Contact Officers:

Name: Zoe Robertson
Position: Assistant Director (Commissioning)
Telephone: 07950898459
E-mail: zoe.robertson@manchester.gov.uk

Name: Rosie Rees-Bann
Position: Strategic Lead for Transformation and Change
Telephone: 07908717347
E-mail: rosie.rees-bann@manchester.gov.uk

Name: Dave Roberts
Position: Director of Market Development
Telephone: 07970 280700
E-mail: david.roberts28@nhs.net

Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Better Outcomes Better Lives reports:

Health Scrutiny Committee – 9 March 2021
Health Scrutiny Committee – 10 November 2021
Health Scrutiny Committee – 7 September 2022

1.0 Introduction

- 1.1 The purpose of the report is to update Members of Health Scrutiny on two distinct areas of work: the Better Outcomes Better Lives Programme, which continues to deliver sustainable transformation of adult social care delivery and also include the recently completed Commissioning Plan, alongside an overview of key commissioning activity taking place in 2023-34. The Commissioning Plan is a very detailed document that signals our market direction and priorities, as well as being a trusted source of reference for commissioners.

2.0 Better Outcomes Better Lives Update

- 2.1 Improving outcomes for people who access Social Care has been the focus of transformational change for the past 2 years within Adults Social Care, through the Better Outcomes, Better Lives programme. Since the last report, new work has started on an improved preventative offer, focused on getting earlier access to the right support for people, so that they can live as independently as possible at home for longer.

Earlier Help and Support

- 2.2 Working with Contact Centre colleagues, a strengths-based approach has been developed for the initial conversation with people who ring to ask about care and support. Developed with a small staff group, this has now been rolled out across the whole of the Contact Centre. Through asking questions that get to the real reason behind the call, better information can be collected, and more appropriate advice provided. This is reflected in the increasing proportion of contacts that are effectively resolved by Contact Officers, which has increased to 65% of all new contacts, a 10% increase from April 2022 and supporting the demand management strategy.
- 2.3 For people who require more than high quality information and advice, a new approach has been developed to create faster access to supportive services and improve triaging. A new team has been established to work alongside the Contact Centre called the Adults Early Support Team (AEST), which includes Social Care, Occupational Therapy and Manchester Mind. Together they provide greater professional expertise into the kinds of suitable support available. Initially tested in Ancoats, Clayton and Bradford neighbourhood, the INT team saw a 58% decrease in the number of contacts sent to them as people were provided with a more appropriate offer. The AEST Team is now operating across North Locality and work has started to link this team with the Complex Needs Service and Learning Disability Service, with roll out to a second locality being planned.
- 2.4 Lastly, engagement with staff across Adults, the Contact Centre and Integrated Neighbourhood Teams to update the content of the Help and Support Manchester website has started. Providing accessible information about services and support in the city for people to self-serve is crucial to people accessing this support earlier.

Strengths-based practice that focuses on maximising independence

- 2.5 Embedding strengths-based practice is fundamental to the programme. This means that when working with a person, the Social Worker will ask about what is important to the person for their independence and wellbeing. This will include asking about what the person can do for themselves and what support might help to achieve their goals. It focuses on supporting the person to be as independent as possible with the least restrictive care. To support working in this way Communities of Practice have been established to provide regular space for practitioners to come together and reflect on their own practice, learn from colleagues and hear about what is available in their local communities. This approach has now been expanded into Complex Services including Substance Misuse, Sensory Teams and No Recourse to Public Funds. Through self-assessment of these forums, practitioners feedback that discussions with colleagues helps to build their confidence in working in this way and increases their knowledge of what is on offer in the local community.
- 2.6 Strengths-based approaches are used when Social Workers review a package of care with a person. A targeted approach for reviews has been tested, to prioritise reviews for certain people who might benefit from an earlier review of their care. This proactive approach has demonstrated greater percentages of positive outcomes with approximately 30% of these proactive reviews resulting in increased independence and a reduction or cessation of packages of care, or no material change in the care, but an improved sense of the persons independence.

Role of short-term support and technology to support independence

- 2.7 Technology Enabled Care (TEC) can significantly contribute towards a person's independence by providing discrete falls detectors, sensors and medication prompts. This contributes towards reassuring family members and can give people a sense of safety and dignity. Promoting the use of this technology has involved building a TEC Champion network within teams who can support team members to incorporate it within support plans. New and different pieces of TEC have also been tested and evaluated to keep the offer updated and responsive to needs.
- 2.8 Alongside TEC, shorter-term support, like reablement, is also key to someone gaining or maintaining their independence. Outcomes of people who have accessed reablement are consistently positive, this April 60% of people who undertook reablement required less, or no formal support as a result. Building capacity within this service has been critical for expanding its reach this year but recruitment has been challenging. This led to an innovative recruitment campaign developed with MLCO Communications called 'We Care' that included, staff videos, a social media push and targeted events. Since this campaign launch the number of vacancies within reablement have reduced to 7.5 FTE, from 50 FTE during the end of 2022.

Transforming Safeguarding

- 2.9 Working with partners across the city as well as the Manchester Safeguarding Partnership, this aims to create a more robust and secure safeguarding system which protects people in a timely manner. Work has started to improve the governance of adults safeguarding so that it is efficient and effective. As well as working with partners develop a consistent understanding of appropriate referrals. To support making safeguarding more personal, planning is underway to gather feedback from people who have recently experienced safeguarding to understand what this feels like and what improvements or suggestions may have. It should be noted too that the planned national implementation of Liberty Protection Safeguards has been further delayed by central government, resulting in a continuation of the Deprivation of Liberty Safeguards.

Better use of finance, performance data and systems

- 2.10 Since the last update, the Adults Strategic Performance Report has continued to be produced each month and is used to measure performance across the service. Work has commenced to support recording and improve systems used by Social Care for case recording and paying for care.
- 2.11 In addition to this, and to support more evidenced based decision-making, demand modelling has been developed by Finance and Performance Research and Intelligence. Developing a better understanding of demands for services is crucial to plan strategically what will support further prevention and shape our commissioned service offer.

3.0 The MLCO Commissioning Plan (referred to as “The Plan”)

- 3.1 The Plan can be seen in Appendix 1. This is the 2nd refresh of the ‘Responsive Commissioning Plan designed and developed as part of the Better Outcomes Better Lives programme. The central aim of the Plan is to communicate with:
- **Providers** – to help them understand our priorities to support working together
 - **The VCSE** – to enable delivery on our shared priorities in partnership
 - **Frontline Practitioners** – enabling a shared understanding of the work we do in commissioning
 - **Commissioners** – to ensure clarity on our priorities for the next 12-18 months and how they can support delivery of the priorities
 - **Citizens and Carers** – who are at the heart of all of our work and the people we serve.
- 3.2 The Plan is centred mainly on adult social care commissioning but does include the work of health commissioners deployed to the MLCO. Their work is focused on the commissioning of community health services – and so is quite different to adult social care’s core functions. However, increasingly both health and social care commissioners are working in an integrated way around

strategies and priorities within MLCO to deliver collaborative commissioning approaches.

- 3.3 Whilst the level of detail contained in the Plan cannot be replicated within this report, the success of the 1st Plan, produced in October 2021 and available on the MLCO website has proved very useful for engagement with partners, stakeholders and care providers. At the launch of the 1st Plan, there was a commitment to coproduction and increased engagement with partners and providers through a concept called Innovation Labs. These quarterly meetings are now well-established through the Director of Market Development and a useful mechanism to explore current issues, develop innovative solutions and exchange ideas.
- 3.4 Given the success, other Innovation Labs have taken place with VCSE partners (arranged by MACC), and a Housing Innovation Lab (November 2022) saw housing providers, housing managers and Integrated Neighbourhood Teams health and care managers come together to discuss improved partnership working around people in communities. Feedback gathered from each Innovation Lab demonstrates the success of these Forums, improving practice and dialogue to benefit all attendees.
- 3.5 The Plan is overseen by a Delivery Group, comprising of mainly health and social care commissioners and corporate procurement colleagues. In addition, Darren Knight, Chief Executive Officer of George House Trust, has been a full member of the Delivery Group representing the VCSE voice.
- 3.6 Finally, the Plan has a number of key objectives to progress and report on called Measures of Success. These are:

We have invigorated our work with the VCSE	<ul style="list-style-type: none"> • A VCSE Leader (Darren Knight) sits on the Commissioning Plan Delivery Group • 2 x Innovation Labs have been delivered with the Sector • Regular partnership meetings with MACC (Manchester’s voluntary sector support service) take place
We recognise the significant contribution made by Unpaid Carers by increasing the number of carers’ assessments	Since June 21, 66% of carers assessments have exceed the benchmark of 131 target monthly assessments. A further Carers’ Assessor is currently being recruited to
We have strengthened our partnership with Manchester Housing Providers to further plan what housing we will need for the future	A new Enabling Independence Accommodation Strategy has been developed with Strategic Housing. 3 Housing Needs Analysis have been commissioned for Older People, Adults with a Learning Disability and Mental Health and completed July 23.
Our commissioning workforce will ensure that providers adopt a	Commissioners will be re-enforcing the need for Strength-Based Approaches through current providers and through new tendering arrangements

strengths-based model of support	
Our staff benefit from an annual appraisal	This is well embedded as good HR/Management Practice. We are developing reporting metrics to provide evidence this year
We reduce the number of days lost to sickness	Days lost per Full Time Equivalent (FTE) staff has significantly reduced from 1.34 days (October 21) to 1.16 days July 22 – recent trends unavailable
Our providers contribute to the success of the Commissioning Plan	We engage with our providers in all activities of the commissioning cycle. The Innovation Labs (at least 10 have taken place) evidence a listening and collaborative approach
We have higher CQC rated residential and nursing sector either good or outstanding	We are 2 nd highest in GM now for CQC rated homes: 4 homes are outstanding, 61 homes are good and there has been a reduction in homes requiring improvement from 16 to 14.
There is a greater focus on integrated commissioning with the potential to align contracts	Ongoing discussions with MLCO and GMICB focus on future opportunities for integration and alignment of contracts
We will pay the right amount to support a sustainable care market	We have participated in the Fair Cost of Care exercise. We have uplifted provider fees using the Market Sustainability and Improvement Fund. We expect contracted providers to adopt the real living wage pay levels.

3.7 The Plans (Version 1: October 2021 and Version 2: April 2023 – December 2024) are available on the MLCO website:
<https://www.manchesterlco.org/providers/>

4.0 Other Commissioning priorities and developments 23/24

Large value contracts being retendered

4.1 The Commissioning Plan supports existing and future commissioning activity in terms of provider engagement and contracts management. This year, there are a number of large-scale, high value contracts that will need to be retendered in line with best practice. These are:

Area	Details
Independent Advocacy	Retender commenced, advertised on The Chest, currently scoring bids. Likely 'go live' of new contract/provider by October 2023
Unpaid Carers	Retender of the Carers Manchester Contact Point (helpline) and delivery of the Carers Pathway. Currently out to tender on The Chest. Likely 'go live' of new contract/provider by October/November 2023

Retender of Homecare	The retender of homecare has commenced in terms of early engagement with existing and new providers to seek their views on the next Homecare specification and delivery models. The completion of the retendering exercise should be concluded by Summer 2024 but dates to be confirmed
Supported Accommodation for Adults with a Learning Disability, Autism and Mental Health	The contract for these areas expires in March 2024. Work has commenced to retender for these contracts, with selection of new providers by approximately Winter 2023 and contract 'go-live' in April 2024
Day Services for Adults with a Learning Disability, Autism and Mental Health	The contract for these areas expires in March 2024. Work has commenced to retender for these contracts, with selection of new providers by approximately Winter 2023 and contract 'go live' in April 2024

- 4.2 It should be noted that there will be other lower value commissioning activities throughout 23-24 including small 'prototype' (tests of change) opportunities that arise as a result of listening to frontline staff about gaps in provision. For example, commissioners are currently working with MACC and the VCSE around a new model for Befriending Services in the city (identified by frontline staff) but formal commissioning proposals are still to be decided upon.
- 4.3 MLCO Commissioners have also embarked on a review of in-house provision for adults with a learning disability and/or autism. This encompasses a range of services including Supported Accommodation, Day Services and Short Breaks provision all delivered by the MLCO. The review is at an initial scoping phase with the central aim of developing a new model of care focused at supporting citizens who require complex services and interventions, thus reducing the need for outsourced high-cost placements.

Market Shaping/Market Capacity

- 4.4 The Care Act 2014 places a specific duty on Adult Social Care to 'stimulate' the market and ensure an adequate provision of care and support services for each local authority area. This includes a range of care and support services including:
- Low level preventative type services (typically through grants and in partnership with VCSE)
 - Support for Unpaid Carers including access to short breaks/respite
 - Homecare
 - Day Services
 - Independent Advocacy

- Supported Accommodation, such as Extra Care Housing for older people (and adults with a Learning Disability, Autism or Mental Health need)
- Residential Care
- Nursing Care

4.5 In addition, the Director of Adult Social Services (DASS) has statutory duties to respond to market failure scenarios, e.g., such as provider failure or care home closure. This is a high-risk area as, nationally and locally, there are known capacity challenges around workforce in the external care market and recruitment/retention of staff. The role of market development/management is to both respond to these external challenges, maintain services wherever possible and develop new strategies and proposals to deliver new commissioning/market opportunities appropriate for Manchester.

5.0 Conclusions

5.1 The Better Outcomes Better Lives continues to further deliver transformative approaches in adult social care to improve citizen's experiences and effectively managing demand; by helping people earlier in their care and support needs, there is well-documented evidence that it can delay people needing more formalised, statutory care and support services.

5.2 The Commissioning Plan refresh, developed as part of the Better Outcomes Better Lives Programme, provides a higher visibility of commissioning in action within MLCO and can evidence increased engagement and listening with partners, providers and other key stakeholders. Listening to the frontline staff on where gaps in commissioning exist, provides a vital tool to develop new and innovative services.

6.0 Recommendations

6.1 Members are requested to comment on and note the report.

7.0 Appendices

7.1 Appendix 1 – MLCO Commissioning Plan