

**Manchester City Council
Report for Information**

Report to: Health Scrutiny Committee – 18 June 2019

Subject: Adult Social Care Improvement Programme

Report of: The Executive Director Adult Social Services

Summary

This report provides an overview of the Adult Social Care Improvement Programme, including progress to date and upcoming priorities.

Recommendations

The Committee is asked to consider and comment on the contents of the report.

Wards Affected: All

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

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	Additional posts have been created in the service with targeted recruitment with local academic institutions
A highly skilled city: world class and home grown talent sustaining the city's economic success	Workforce strategy in development including strengthening the social work career pathway building a skilled and resilience workforce
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Work to develop a strengths based approach to assessment and support planning focused on maximising potential within communities
A liveable and low carbon city: a destination of choice to live, visit, work	None
A connected city: world class infrastructure and connectivity to drive growth	None

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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.

Manchester Health and Care Commissioning - Adult Social Care Business Plan and Pooled Budget contribution 2019/20 - report to Health Scrutiny, 5 February 2019

Manchester Local Care Organisation - report to Health Scrutiny, 5 February 2019

1.0 Introduction

- 1.1 Adult Social Care services are a core part of the integrated health and care services provided by Manchester Local Care Organisation (MLCO) and plays a key role in the delivery of the Our Manchester Strategy and the Locality Plan, 'Our Healthier Manchester'.
- 1.2 The 'Manchester Health and Care Commissioning - Adult Social Care Business Plan and Pooled Budget contribution 2019/20' report to Health Scrutiny on 5 February 2019 described Adult Social Care's priorities for 2019/20, which were also referred to in the report 'Manchester Local Organisation' to the same meeting.
- 1.3 This included the improvement work underway to improve citizen outcomes and to maximise the safety and effectiveness of the service in the context of health and social care reform and integration.
- 1.4 This report provides an update on progress made and an overview of the ongoing programme of work.

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 has some of the poorest health outcomes in the country, and there are very significant health inequalities within the city. The Locality Plan was produced with the express intention of addressing these inequalities and to provide the framework through which the Manchester system aims to overcome the significant financial and capacity challenges facing health and social care in doing so.
- 2.3 Across the country there are well documented challenges to adult social care services due to ever reducing local authority budgets. In public consultations including the Our Manchester Strategy and the 2017-20 budget conversation, Manchester people consistently feedback on the importance of protecting the most vulnerable.
- 2.4 The plan sets out the complex, ambitious set of reforms that are needed to integrate services for residents. This included developing a new public sector partnership, the Manchester 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.

- 2.5 As Scrutiny Committee has been previously advised, 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 1st April 2018.
- 2.6 Whilst integration at neighbourhood level is progressing at pace, there is still significant work to do in order to fully assimilate existing governance arrangements that support ASC into MLCO governance as part of the delivery of the Partnering Agreement described above.
- 2.7 Alongside the work to develop the MLCO, a diagnostic piece of work was undertaken on Adult Social Care in late 2018 by the now Executive Director of Adult Social Services which identified long standing challenges associated with increase in demand across all services, increase in safeguarding enquiries, increase in Deprivation of Liberty Safeguards referrals and associated challenges keeping waiting lists low for assessments, reassessments and reviews.
- 2.8 In order to address these challenges, the Adult Social Care Improvement Programme was established as described in section 3 below, and as previously reported to the Committee in February 2019.

3.0 The Adult Social Care Improvement Programme

- 3.1 The Adult Social Care improvement programme is focused on ensuring the basics are in place for adult social care to deliver high quality services for our residents and to successfully deliver health and social care reform and integration. There is a need to ensure the right foundations are in place by embedding streamlined process, effective practice, and an enabled workforce with the right resources in place to manage demand.
- 3.2 Over the last few months a programme plan for this work has been developed, based on the outcomes of diagnostic work. The programme includes workstreams on:
- Assessment function including social work and primary assessment teams. This work is focused on putting the right processes in place to ensure efficient and effective delivery of Care Act assessments and reviews, alongside improvements to practice.
 - Safeguarding and Quality Assurance functions. This work is focused on areas where specific pressure is felt (e.g. Deprivation of Liberty Safeguards) as well as reviewing our approach to quality assurance.
 - Provider services including our supported accommodation, reablement and supporting independence services. This work is focused on maximising our resources and strengthening the service, including use of technology.

- Workforce skill and capacity. This work is focused on strengthening our workforce across adult social care including improving the social work career pathway and supporting staff to develop.
- Adult social care commissioning. This work is in development and will focus on improving our approach to commissioning and contracting in adult social care as it pertains to our statutory duties.
- Front door. This work is in development and includes focusing on the front door offer and Command Centre, improving use of information to support prevention and maximising independence of citizens.

3.3 As part of additional overall investment of £11.4million to meet increased need for adult social care, it was agreed by Executive in February that additional resources of £4.225m in 2019/20 rising to £4.8m for 2020/21 and 2021/22 be invested into the service to support the delivery of the improvement programme through increased capacity in front-line roles. This includes areas of the service where capacity has been met by temporary posts and short term contracts as recurrent funding has not been in place. Further detail on the planned resourcing of this investment is described at section 5.

3.4 The additional resources were identified to meet a need for additional capacity across social work, safeguarding, the Citywide Care Homes Team, the Learning Disability service and other specialist services including delivery of Deprivation of Liberty Safeguards through internal Best Interest Assessor capacity. In addition, it was agreed to make permanent some of the social care capacity to support the prevention of delayed transfers of care from hospital. These priority areas were identified in part as a bridging position as further work is progressed on an integrated health and social care service in partnership with MLCO.

4.0 Governance and monitoring

4.1 The programme is governed by the Adult Social Care Improvement Board, chaired by the Executive Director of Adult Social Services which meets fortnightly and comprises senior officers from the service and MLCO with support from the corporate core. The Board reports to the MLCO Executive through the Executive Director of Adult Social Services, and provides assurance to Manchester City Council's Strategic Management Team and the MHCC Executive on a quarterly basis. Further integration of governance is underway including MLCO's Quality and Safety Committee. The City Council's monthly integrated reporting captures key Adult Social Care metrics and spend to budget.

4.2 A new Performance Board has also been established on an interim basis, reporting to the MLCO Finance, Contracting and Performance Committee and Quality and Safety Committee. This group is working on ensuring the correct performance metrics are in place for monitoring delivery of the programme, alongside business as usual and the delivery of the new models of care. This Performance Board will provide recommendations to the Improvement Board for consideration and will provide a means of offering an overview on adult social care performance to MHCC.

- 4.3 Workstream groups for each of the key workstreams meet fortnightly led by the relevant Assistant Director/Strategic Lead, reporting to the Board and taking ownership for a detailed programme plan which sets out immediate and future priorities. Specific task and finish groups have been formed for pieces of work in the improvement programme where appropriate.
- 4.4 The Adult Social Care Risk Register is updated on a quarterly basis following significant work to review adult social care risk management arrangements. The register links to the Improvement Programme and is reported to the MLCO Risk Committee and through MCC's risk management processes.

5.0 Resourcing

- 5.1 The 2019/20 budget approved by the Executive in February 2019 included additional non-recurrent resources over a three-year period (2019/20 - 2021/22). During this period, it is anticipated that the capacity requirements will change further to reflect transformation of services, further integration with health, improved practice and an overall stabilised and more efficient service, to be brought together in a fully costed MLCO structure during 2019/20.
- 5.2 The additional resources for improvement and resilience capacity was £4.225m in 2019/20 rising to £4.8m in 2020/21 and 2021/22. This was made up funding from Council reserves, MHCC funding and the new Adult Social Care Seasonal Resilience grant and children's and adults Social Care grant announced as part of the settlement in December 2018.
- 5.3 Adult Social Care Improvement - £1.567m in 2019/20 rising to £2.150m in 2020/21 and 2021/22 from MCC reserves and 50% of Social Care grant for additional capacity (c60 fte) in:
- Social Work, Safeguarding, the Citywide Care Homes Team, the Learning Disability service and other specialist services.
 - Best Interest Assessors supporting Deprivation of Liberty Safeguards.
 - Development of social work career grade.
 - Additional team manager capacity for the in-house Learning Disability Accommodation Service.
- 5.4 Adult Social Care Seasonal Resilience - £2.666m grant for 2019/20 to reduce delayed transfers of care (DTC) and extended lengths of stay, improve weekend discharge arrangements and speed up the process of assessing and agreeing what social care is needed for patients in hospitals. The funding for 2019/20 is a continuation of grant from 2018/19 for which the Council's Executive approved planned spend in December 2018.
- 5.5 In February the Executive approved that of the £2.666m grant for 2019/20, £1.456m could be committed over a three-year period to enable successful recruitment and retention of staff. This included 8 posts for the Homelessness Service. For 2019/20 only there is further £1.210m available for other measures to improve seasonal resilience that are currently in development and will be incorporated into wider Better Care Fund arrangements to be

reported to the Health and Wellbeing Board (HWB), prior to approval by the Council's Executive.

- 5.6 Planned funding from MHCC of £0.713m to make permanent 18 fte social workers posts historically funded by the CCG and recruited to temporarily specifically for social work capacity in hospitals. The permanent funding of this from 2019/20 has been included in the CCG's ongoing resilience programme subject to approval by MHCC Executive.
- 5.7 Funding of £490k for 9 social worker managers for the Integrated Neighbourhood Teams (INTs) to be funded in 2019/20 from MCC reserves for MLCO. Funding from 2020/21 is to be reflected within the new INT structures in relation to ASC capacity.
- 5.8 The table below sets out the costs and funding.

ASC Capacity – 3 year plan	2019/20	2020/21	2021/22
	£'000	£'000	£'000
Improvement plan	1,567	2,150	2,150
Seasonal resilience plan*	1,456	1,456	1,456
Health legacy seasonal resilience	713	713	713
New INT managers	490	490	490
Total	4,225	4,809	4,809
Funded by :			
ASC reserve/social care grants	1,567	2,150	2,150
ASC Seasonal Resilience grant*	1,456	1,456	1,456
MHCC	713	713	713
MCC reserve (yr1) MLCO INTs (yr2/3)	490	490	490
Total	4,225	4,809	4,809

6.0 Improvement Plan - progress to date

- 6.1 Key highlights of priorities which have progressed to date in 2019/20 are outlined below.
- 6.2 A large scale **recruitment process** is in progress to secure personnel into the additional posts identified, as well as existing recruitment underway. There have been long term challenges in the directorate, and this will reduce agency staff usage, create more permanent opportunities and will compliment work underway to ensure better staff retention and development. To date, In total, 63% of permanent roles have been recruited to and 86% of time limited roles

have been recruited to. All appointable staff are now going through pre-employment checks. There is a pipeline of additional applicants with weekly interview panels in place to secure the remaining c.30% of roles. New recruits are a blend of newly qualified and more experienced staff, including a number of applicants directly from MMU following targeted engagement.

- 6.3 Start dates are being finalised and new recruits will be matched to the priority areas in the improvement programme as they start. The impact of this recruitment on a number of priorities in the improvement programme will be felt as staff start in post from later in the summer.
- 6.4 Alongside the work on recruitment, progress has been made on a number of key areas affecting **workforce** including induction, work to review the social work career pathway and a learning and development plan.
- 6.5 Aligned to the work to transition from the MiCare case management recording system to LiquidLogic, intensive work has focused on creating a **strengths based approach to assessment and support planning** which is the core process delivered by the assessment function within the service. This new approach and process is being supported by the targeted roll-out of a strengths based development programme, for LiquidLogic go-live in the summer. This new approach is expected to improve citizen outcomes whilst creating significant efficiency improvements in relation to recording and management of process within teams.
- 6.6 A task and finish group is finalising a refresh of the **supervision policy** to strengthen social work practice, and provide clear accountability across the whole service
- 6.7 Targeted work on the **screening for and assessment of Deprivation of Liberty Safeguards** has had a significant impact, with further work now underway on the incoming Liberty Protection Safeguards, and other safeguarding policies and procedures.
- 6.8 Introduction and testing of **electronic record keeping** in reablement is ensuring a more efficient and person centred service alongside utilisation of an **electronic rota-ing system** in our inhouse disability. supported accommodation service.
- 6.9 Targeting work on the **transition** service and wider approach is underway, including the establishment of a Transition Board.
- 6.10 Workforce communications and engagement is improving including a quarterly **Adult Social Care Forum** for representatives from across the service, and more specialist opportunities for sharing learning and developing practice through a Best Interest Assessor Forum and a Social Work Forum. The activator programme continues to ensure individuals in any role across in the service can get involved in service improvement and transformation.

7.0 Upcoming priorities

7.1 As described, the improvement programme continues to develop as activities are delivered. The focus for the next quarter is on:

- Bringing the new recruits into post, ensuring a clear induction into MLCO and MCC and appropriate team manager support.
- Roll-out of the new strengths based approach to assessment and support planning as part of going live with the new case management system over the summer.
- Further operationalisation of technology enabled care including maximising use of existing technology through embedding into the core assessment process and further development of new and emerging technologies.
- Further work to align resources to the Integrated Neighbourhood Teams and maximising opportunities through working in an integrated service, including in the Learning Disability Service for which there is a new strategy and action plan being developed.
- Handover and transition of new build sites for citizens with a learning disability.
- Further strengthening of our approach to managing performance with a focus on monitoring of key indicators linked to the improvement programme.
- Increased workforce engagement and ownership across the service of the improvement programme through fora, supervision, and the activator programme.
- Develop a workforce strategy for Adult Social Care and design and implement a development programme for middle managers which will be an essential element of moving to a culture of accountable and confident social care.
- Further development of the front door offer and Command Centre, improving use of information to support prevention and maximising independence of citizens.
- Development of more effective integrated hospital discharge services.

7.2 All of the above priorities will be delivered alongside ongoing work to further integrate adult social care into the MLCO both corporately and at neighbourhood level, strengthening clarity on the location and discharge of duties through the partnership arrangements in place.

8.0 Conclusion

8.1 This report provides a summary of the work completed to date and the priorities moving forward in the context of wider integration and reform of health and social care in Manchester.