

**Report of the Executive Director Core Services
and the Executive Director Place Health and Adult Social Care,
to the Overview and Scrutiny Committee (OSC)
on 19th July 2022**

Better Lives Programme

1.0 Introduction

- 1.1 The purpose of this report is to provide the Overview & Scrutiny Committee (OSC) with an overview of the Better Lives programme. The programme has a focus on wellbeing, independence and community resilience, supporting people to live independently in their own home for as long as possible and ensuring those in need of our support have more say over the care they receive. The programme contributes to Barnsley 2030 in a range of ways.
- 1.2 This report also includes the council's response to the recent government funding reform announcements, requirements to implement an assurance framework and our move to more integration with health through the Integrated Care System.

2.0 Background

- 2.1 Adult Social Care (ASC) has a significant role in ensuring that the people of Barnsley with additional support needs can lead full and active lives in their community for as long as possible. The challenges faced by ASC are well documented, and along with the requirements of the Care Act 2014, we have an aging population, increasing demands, reduced resources/funding, and a volatile care market challenged with sustainability.
- 2.2 The Covid-19 pandemic has significantly raised the visibility of ASC to the public but there remains a lack of understanding of what ASC does and delivers, and the stigma around the service can result in people contacting the council only when they reach crisis, thus reducing the opportunity for early support and prevention.
- 2.3 Increasingly people refer to a 'right to a life not a service' with an expectation of proactive, connected and digitally enabled services. People do not understand the complexities of health and care services and do not need to, it is the service's responsibility to ensure they can experience the right support, at the right time, in the right place. This is the council's aim for all adults but also for young people with additional needs and their families who want to experience positive transitions into adulthood that support them to be the best they can be.
- 2.4 The service must therefore continue to focus efforts to ensure Care Act compliance and more importantly support citizens in a way that builds on their family and community support and maximises independence rather than creating and maintaining dependencies on service. The Better Lives programme has focussed on this and will continue to be with key priorities:
- **Integrated Front Door** (contact centre, channels for self-help, signposting and peer support, linking with key partners)
 - **Prevention and Early Intervention** (development of coherent early help offer)
 - **Strength-based practice** (to improve citizens choice and control, promote wellbeing, independence, quality of life and personal and community resilience)
 - **Pathways into Adulthood** (support and reassurance for young people moving to adulthood taking regard for the needs of the individual)
 - **Voice & Influence** (developing co-production alongside those that draw on ASC, carers and organisations)
 - **Preparation for assurance** (developing a quality assurance framework)
 - **Delivering on charging reforms** (updating key case management systems, processes and policies to respond to the governments financial reform announcements)

- **Market development** (developing, stimulating and supporting a market which can provide safe, effective, high quality and value for money care and support for the citizens of Barnsley)

2.5 In addition to redesigning how the council delivers care and support the service must respond to changes in government legislation. People at the Heart of Care was published in December 2021. This is a ten-year vision for ASC with three key objectives:

- People have choice, control and support to live independent lives
- People can access outstanding quality and tailored care and support
- People find ASC fair and accessible.

This is further complemented by the Health and Care Bill which received Royal Assent in 2022.

On 7 September 2021, the government set out a new plan for ASC reform in England. This included a lifetime cap on the amount a person in England will need to spend on their personal care, alongside a more generous means-test for local authority financial support. These changes are to be implemented by October 2023.

2.6 In addition the government has also introduced the intention to create a national assurance approach to ASC – this is being led by the Care Quality Commission in partnership with the Association of Directors of Adult Social Services / Local Government Association (ADASS) / (LGA) and other key stakeholders. This new framework is to be implemented in April 2023.

3.0 Better Lives Programme Priorities

3.1 The council knows that people want to remain at home surrounded by the things and people they love, in neighbourhoods that they are familiar with, and with people that care about them for as long as possible. To support this, the service knows that it needs to think differently about ASC. The service also knows that there are increased needs because of the pandemic, that people are living longer and that this will bring additional pressures on the service. To respond to this, changes need to be made in a number of areas. This report provides an update of the service's work so far.

ASC Integrated Front Door

3.2 The ASC front door, a service which is managed by the corporate Customer Access Team (CAT), was not supporting effective triage and signposting of calls, mainly due to the lack of specialist ASC knowledge. As a result, the demand going into the social work teams was reported to be increasing. In response to these concerns, in November 2020, a high-level review of the information coming through to ASC duty teams was undertaken to understand the flow of information being passed through from CAT and how citizens were being supported.

3.3 The findings of the review identified that high volumes of calls were being passed through to the duty teams where there may have been opportunities to provide advice and signposting at the initial point of contact. This review highlighted that without ASC specialists working within the front door, it was difficult for CAT to effectively triage and signpost due to the wide range of issues for which people may be seeking support, and therefore duty teams were receiving high volumes of referrals/contacts and citizens were experiencing delays in gaining support.

3.4 As a result of this analysis a pilot for an ASC triage team was undertaken. This pilot integrated experienced social work staff alongside CAT, allowing more effective and efficient triage of contacts, with an aim of reducing unnecessary referrals through to the duty teams and improving opportunities for early signposting or other prevention options and a better experience for citizens.

3.5 In the period from September 2021– January 2022, nearly 1,000 electronic contacts were triaged. The team were able to complete and close approximately 60% of queries at the Front Door, therefore reducing the need to pass the customer onto another team.

3.6 As part of the pilot, a 'sprint' was undertaken by the social work triage team to triage all new requests for assessment received via telephone. In this four-week sprint period 60 new requests for assessment were

received, with the triage team able to successfully triage 60% of these calls through signposting and other prevention options. The aim is that the social work teams can focus on those individuals with more complex needs and for those new to adult social care to have more time co-producing assessments of needs and support plans.

- 3.7 In conclusion, the pilot had proved that integrating social workers within the front door has had a positive impact on demand within duty teams. Combined with the implementation of the Reablement Community Pathway, the service is looking to reduce the proportion of new requests for assessment that go on to receive a package of care. Through better strength-based conversations, which enable more effective triage, and consideration of alternative support options ASC should benefit from a reduction in demand going to social work teams and the need for long term support, and citizens have better choice and control.
- 3.8 Following the pilot, the new front door triage hub was implemented on 9th May 2022 using a rota of staff from duty teams to ensure it builds a service (hub) using the right skills mix. Any demand reaching teams should now mainly be where allocation to a social worker is required for further follow-up or assessment.
- 3.9 Future developments within the ASC Front Door will include:
- Recruiting staff permanently within the hub
 - Identifying a new building which is easily accessible and welcoming for citizens
 - Partner integration within the hub – co-location with partners including housing, police, health, voluntary sector, monitoring centre is currently being discussed and scoped. This will ensure early opportunities for a joint response, multi-disciplinary involvement and remove duplications
 - Provision of a 'Talking Point' offer, providing face to face appointments, this will be particularly beneficial for individuals who may need support from more than one service
 - Introduction of a rapid response model to support in urgent circumstances
 - Development of a self-help portal that will be available on the website for self-help and self-referral (linking into the wider systems work), this will ensure that resources can be aligned to the people who need it most.
- 3.10 The ASC website has been updated. This has resulted in improved information signposting, utilising the existing Live Well Barnsley directory and a more suitable narrative. This will be an area of continuous improvement to ensure the pages reflect developments within ASC and link with wider directorates such as Children Social Care (CSC) and Public Health.

Community Pathway for Reablement

- 3.11 Within a recent "Use of Resources" publication it was highlighted that Barnsley has one of the lowest spend per head of population on short-term prevention and support and one of the highest spend for long term residential care, therefore demonstrating potential opportunities to support people earlier in their journey into ASC and potential to help them remain at home for as long as possible.
- 3.12 Analysis was completed working on data from the ASC case management system over a two-year period to understand the demand of new contacts where the citizen did not have any existing ASC involvement but, following assessment required ongoing care and support. This analysis showed an average of 750 new referrals resulted in service provision per year across ASC.
- 3.13 Historically reablement has only been offered to individuals following hospital discharge as opposed to being accessible to those living in the community.
- 3.14 This led to a review of the reablement community pathway within the existing reablement service, linking to the priority for prevention and early intervention. The intention of this is to support citizens to re-learn life skills, regain independence and enable them to stay at home or within their community and not become dependent on longer term services and support.
- 3.15 The reablement community pathway aligns to the service's front door, welcoming citizens not already known to ASC into reablement to proactively support people to regain or retain independence for as long as possible.

- 3.16 An initial pilot of the community reablement pathway was implemented within Central and Penistone (C&P), to test assumptions around anticipated demand and any additional resources that would be needed to expand to all areas within Barnsley. It was anticipated that C&P would receive an average of 300 new contacts per year and 50% of these would convert to long-term service provisions (anticipating average of three new contacts into that team per week). Since the implementation of the Reablement Community Pathway on 27th September 2021, there have been 206 referrals (as at 14.6.22), meaning these were predominantly aligned to C&P; and 42% of these referrals commenced with a reablement episode. Review of data shows that the 42% (86 people) who received input from the Reablement community service, left with the following outcomes:
- 20% requiring long term support
 - 43% requiring no long-term support
 - 27% short term support
 - 5% needs identified but declined or self-funder
 - 4% ongoing low-level support
- 3.17 As a result of the successful pilot, it was agreed to extend the model to all other areas and this expanded service provision went live on 9th May 2022 at the same time as the ASC Integrated Front Door interim model. This means that citizens from all areas within Barnsley are now able to benefit from this offer and have more opportunities to stay at home, independent for longer.
- 3.18 The service is now exploring how we can expand the Reablement pathway to support people with Learning Disabilities, Mental Health and young people transitioning from CSC to ensure we have a fully inclusive offer to all people within Barnsley. One of the challenges to expanding the service will be successful recruitment and specialist training.
- 3.19 In addition to supporting people to regain their independence at home the service is looking at how it can support people back into their communities, this may be setting goals around confidence building to enable individuals to go shopping with the aim of taking them out to the local shop, or other community reablement opportunities and linking people together.
- 3.20 The service will also explore technology and digital solutions to help people at home but also more innovative solutions which will support the citizen.

Pathway for Preparing for Adulthood

- 3.21 ASC have a responsibility to support young adults as they move from CSC to ASC and this is known as 'Transitions'.
- 3.22 The Care Act says that if a child, young carer or an adult caring for a child is likely to have needs when they, or the child they care for, turns 18, the local authority must assess them if it considers there is 'significant benefit' to the individual in doing so.
- 3.23 Transition to adults' services can be a difficult time for young people. They need support and reassurance to help them move on to a more independent life. Planning and preparing early will help make it a more positive experience and build confidence and independence for transition to adults' services.
- 3.24 A review of the existing transitions model was undertaken by the Quality Assurance Team and as a result of this review, it has been agreed to look at a new model to support transitions which will be developed jointly between ASC and CSC. Initial meetings have started to take place between both services with a view to the establishment of a dedicated transitions team.

Voice and Influence

- 3.25 As part of the 'Better Lives' programme, the service is committed to building and developing the customer voice and to support this the council is working with Think Local Act Personal (TLAP) to hold workshops to understand what experience exists across Barnsley's system of trying to move to more co-productive working. Through working with TLAP the service wants to renew and refresh efforts to engage with its citizens with a view to sustaining and embedding this way of working to support the Barnsley Better Lives programme.

- 3.26 Plans are in place to work with the local Community and Voluntary Sector (CVS) colleagues. As part of the response to the ASC white paper; 'People at the heart of care' there are some local discussions around 'joining up care for people, places and populations' and thinking about how the Social Care Future movements vision below, and TLAP's Making It Real framework <https://www.thinklocalactpersonal.org.uk/makingitreal/> can help to inform their response.



- 3.27 Initially the plan is to deliver four workshops to develop the vision, identify priorities and ensure a co-productive approach to engagement with our citizens through exploring:
- What does Adult Social Care look and feel like in Barnsley?
 - What is working well in Adult Social Care in Barnsley and what is working less well?
 - How can people get more involved in shaping Adult Social Care in Barnsley?
 - What is most important to us for Adult Social Care in Barnsley?
 - How would the service capture and measure success and progress?
- 3.28 Some of the key outcomes and learning from these workshops will help develop:
- A clear picture of Adult Social Care in Barnsley from a range of perspectives
 - A new framework for shaping Adult Social Care in a more co-productive way
 - Key aspects of a vision and priorities for Adult Social Care
 - What the council wants to measure as signs of progress and success
- 3.29 The approach will enable people and workers to come together and to build a co-productive way of working that will be lasting and build trust and confidence for all. The plan is to offer a range of online or face to face sessions provided it is safe to do so and ensure accessibility for all.
- 3.30 To facilitate this key engagement a new ASC engagement post has been created to focus on the engagement aspects of the programme specifically with staff, service users and the wider population who may be future users of ASC and can shape the service moving forward. The TLAP work will help to focus the efforts moving forward for this role and further embed the maintenance and continuation of listening to the customer voice.

Case Management System Improvements to Support Funding Reform

- 3.31 From October 2023, the government plans to introduce a new £86,000 cap on the amount anyone in England will have to spend on their personal care over their lifetime. The cap will not apply retrospectively, however the reform sets a legal duty on councils to share care statements with service users and generate calculations which allow individuals to track their progress towards the care cap. These changes are statutory and mandated to be in place by October 2023, with initial functionality available from April 2023 to support assessments and planning for individuals including self-funders.
- 3.32 To ensure compliance with the requirements of the reform and prepare for future developments, the service has identified and agreed the minimum viable product (MVP) required for launching Charging Reform by October 2023 aligned to the case management system. These developments will include implementation of the Charging Module within the case management system to ensure the system has the information needed to run care cap calculations. A Client Finance Portal will facilitate sharing of annual care statements and enable citizens to check their progress towards the care cap at any time.

- 3.33 Further system developments will align with the wider opportunities within the Better Lives programme including improved assessments, care plans and online customer options.

Readiness for the CQC Assurance Framework

- 3.34 The Government have given the Care Quality Commission a new duty to independently review and assess how councils are delivering their Care Act functions. It is currently expected that from April 2023 they will go live with a new single inspection framework which will cover local authorities and independent providers of care and support. The CQC have been working with local areas to inform the new framework.
- 3.35 The Quality Assurance Team have started to review its own Quality Assurance Framework to ensure it is aligned as closely as possible to the national framework.

Market Shaping

- 3.36 The Market Position Statement published in December 2021 set out the focus for market shaping within ASC. Key areas highlighted include how the Commissioning Service will support the various key areas:

- **Home Care** – this is a key part of the community support offer made by ASC. Over the past two years, at the same time as workforce capacity being significantly impacted by the pandemic and the gap between pay, terms and conditions widening compared to other roles, the demand for home care support has increased. Additional capacity was brought into Barnsley through increased use of non-contract activity to support this increased demand. This year the council will commission a new framework contract for Home Care to bring more of the provision under contracted activity.
- **Residential Care** - Barnsley has a surplus of capacity for residential care, but a continued need for good quality nursing and dementia support. The service has introduced a new residential framework contract and will look to develop an enhanced offer around residential dementia support.
- **Carers Support** -the pandemic has seen Carers take on an increased caring burden. The council is currently reviewing the support offered to carers and recommissioning the carers support service to better align to their needs
- **Day Care** – during the pandemic people were unable to access the full range of community support, including day care. Day Care remains a key part of the daily routine for people. However, in line with the community asset and strength-based approaches ASC wants to adopt day care support will be recommissioned to make full use of existing and new community assets.
- **Community Equipment and Assistive Technology** – there are an increasing number of aids, adaptations, and digital support tools available to support people to live independently. Access and knowledge of these options can be improved, and the commissioning service will be looking at current support pathways and recommissioning community equipment to support the approach across the Better Lives programme.

- 3.37 A number of White Papers have been produced since the Market Position Statement was published focusing on funding reforms and integration with health. A major output from this will be a market sustainability statement around the provision of ASC.

- 3.38 A Fair Cost of Care exercise is currently being undertaken across home care and residential care to establish what the real cost of delivering support is. The objective of this is to settle on the cost of care that can form the basis for individual care accounts that will record people's progress to the Cap on Care costs, set at £86,000. This work aligns to the work with case management systems to support response to the government reform requirements.

- 3.39 Additionally, the white papers promote greater integration between health and social care and supports more activity to support the workforce. Fundamentally, there remains an issue around pay, terms and conditions across the independent sector. The council is looking at the development of an Academy to support recruitment, training and support to the social care workforce as well as continuing to demonstrate its commitment to pay through the requirement to pay staff above the national living wage within the home care and residential care contracts.

4.0 Future Plans & Challenges

4.1 The service plans to continue to deliver the ambitions of the Better Lives programme to ensure this programme synchronises with the emergent corporate transformation programme alongside the development of integrated approaches with the NHS as part of the Health and Care Plan.

The challenges remain consistent:-

- Continue to support recovery from Covid-19 and monitor wellbeing
- Recruitment and retention
- Capacity to deliver on the substantive reform agenda
- Resources to deliver

5.0 Invited Witnesses

5.1 The following witnesses have been invited to answer questions from the Committee:-

- Wendy Lowder, Executive Director Place Health & Adult Social Care, BMBC
- Linda Middlewood, Head of Service Adult Social Care, Place Health & Adult Social Care, BMBC
- Julie Chapman, Service Director Adult Social Care & Health, Place Health & Adult Social Care, BMBC
- Kwai Mo, Head of Service Mental Health & Disability, Place Health & Adult Social Care, BMBC
- Jacqui Atkinson, Service Manager Improvement, Programmes & Assurance, Place Health & Adult Social Care, BMBC
- Cllr Jenny Platts, Cabinet Spokesperson Place Health & Adult Social Care, BMBC

6.0 Possible Areas for Investigation

6.1 Members may wish to ask questions around the following areas:

- How successful has the new front door triage hub been since its launch in May? How do you know?
- How does the front door process allow citizens to have better choice about their care?
- How confident are you that you will successfully achieve the deadlines set by the government for the introduction of charging reform and the quality assurance framework? What are the barriers?
- What are the key risks associated with the programme?
- How will the service self-assess to determine how it compares to the expectations of the CQC and how will this be governed?
- How will you measure the progress of the Better Lives Programme?
- How does the service intend to increase early intervention work?
- How will self-help information and annual care statements be communicated to those who are digitally excluded?
- Does the organisation have the digital capacity to support the service's ambitions? Where are the gaps?
- Do you have both the resources and capacity to implement improvements?
- What do you expect the transition from CSC to ASC to look like in the future? Can you give an example of tangible support that will be offered to minimise the disruption to a young person's life?
- What more can be done to support carers?

- To what extent has the Better Lives Programme been developed in partnership with people who use services?
- Can you give examples of how the service works effectively with the Community and Voluntary sector?
- Can you give examples of how best practice has been used to inform decision making and service delivery?
- What can members do to support the work of the Better Lives Programme?

7.0 Background Papers and Useful Links

- Adult Social Care in Barnsley
<https://www.barnsley.gov.uk/services/adult-social-care/>
- Adult Social Care Market Position Statement 2021-24
<https://www.barnsley.gov.uk/services/our-council/our-strategies/adult-social-care-market-position-statement/>
- Care Act 2014
<https://www.legislation.gov.uk/ukpga/2014/23/contents/enacted>
- Health & Care Act 2022
<https://bills.parliament.uk/bills/3022>
- People at the Heart of Care: adult social care reform
<https://www.gov.uk/government/publications/people-at-the-heart-of-care-adult-social-care-reform-white-paper/people-at-the-heart-of-care-adult-social-care-reform>
- Adult Social Care Charging Reform: Further Details
<https://www.gov.uk/government/publications/build-back-better-our-plan-for-health-and-social-care/adult-social-care-charging-reform-further-details>

8.0 Glossary

ASC	Adult Social Care
ADASS	Association of Directors of Adult Social Services
CAT	Customer Access Team
CSC	Children's' Social Care
CVS	Community and Voluntary Sector
C&P	Central & Penistone
ICS	Integrated Care System
LGA	Local Government Association
MVP	Minimum Viable Product
TLAP	Think Local Act Personal

9.0 Officer Contact

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