

**Title of Meeting:** Health Overview and Scrutiny Panel  
**Date of Meeting:** 18<sup>th</sup> November 2021  
**Subject:** Adult Social Care Update  
**Report By:** Andy Biddle, Director of Adult Social Care

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## **1. Purpose of Report**

To update the Health Overview and Scrutiny Panel on the key issues for Adult Social Care, (ASC) for the period May 2021 to October 2021.

## **2. Recommendations**

The Health Overview and Scrutiny Panel note the content of this report.

## **3. Overview**

Portsmouth City Council Adult Social Care, (ASC) provides advice, information and support to adults aged 18 years and over who require assistance to live independently and to unpaid carers who look after someone who could not cope without their support including those looking after children with additional needs. This support may be needed as the result of a disability or a short or long term mental or physical health condition. The service aims to encourage people to use their own strengths and community resources to have as much choice and control as possible over how their care and support needs are met. For some, the service will also help people find the short, or longer-term care and support arrangements that best suit them.

ASC's purpose is defined as:

- Help me when I need it to live the life I want to live

## **4. National Guidance**

**4.1.** During 2021, the Department for Health & Social Care, (DHSC) has continued to update guidance which Local Authorities are required to follow in discharging their Adult Social Care duties. This has included:

- Infection prevention and control
- Working in care homes
- Working in domiciliary care
- Providing unpaid care
- People supported through direct payments
- Adult Social Care Winter Plan
- Designated premises

- Mandatory vaccination for care home staff

## **5. Health & Care Portsmouth**

Portsmouth City Council has a strong history of integrated working relationships with all NHS partners in the city, in particular with NHS Portsmouth Clinical Commissioning Group (PCCG). We continue to work together with Portsmouth Hospital University Trust, (PHU) Solent NHS Trust and voluntary and community sector colleagues in integrating the health and care approach in Portsmouth and in preparing for the Hampshire and Isle of Wight Integrated Care System in April 2022.

## **6. Key Issues**

### **6.1. National reform**

In September 2021, the government announced a plan for health and social care funding. The majority of the funding within this plan to be allocated to adult social care will be from October 2023 and will limit the amount that an individual has to pay for social care in their lifetime. The government plan also states that those funding themselves will be able to ask to access council rates of funding for care and the amount of financial resources that are disregarded for charging purposes will be increased. There will also be a fund for workforce development and the government has committed to a single health & care record.

Concerns have been expressed by Association of Directors of Social Services, Chartered Institute of Public Finance and Accountancy, the Local Government Association; Institute for Fiscal Studies; County Council's Network; Local Government Information Unit and the Homecare Association that the plan will not provide sufficient funding for workforce pressures and increased levels of need currently experienced.

Similar commentary has been made regarding the October 2021 spending review which suggested any adult social care council tax precept would be limited to 1%.

### **6.2. Hospital Discharge**

ASC continues to follow the updated guidance on Hospital discharge, (published August 2020).

Part of this work involves the 'Discharge to Assess' (D2A) reablement unit located at Harry Sotnick House. Working in partnership with Portsmouth Clinical Commissioning Group, (CCG) we have agreed funding to establish permanent staffing at the unit for 30 beds. The unit enables Portsmouth

residents to be discharged from hospital and offered a short stay, with reablement support, to make a decision about how ongoing care and support needs could be met.

The Hospital Social Work team continues to assess people's care and support needs following their discharge from Hospital. The teamwork across NHS Solent and PCC units to provide timely Care Act assessments for people leaving hospital with complex needs whilst maintaining a 'home first' ethos. Staff have adapted well to the changes, and closer working with NHS colleagues has resulted in positive changes for Portsmouth residents needing to leave hospital and to the service in a rapidly changing environment.

ASC and PCCG colleagues continue to work with NHS Solent and Portsmouth & Southeast Hampshire NHS colleagues to try to manage the current pressures at Portsmouth Hospitals University Trust.

### **6.3. Work with People with a Learning Disability**

The Integrated Learning Disability Service (ILDS) has continued to support the COVID-19 vaccination uptake for its users. They have now achieved a 93% uptake. The service has commenced discussions with PCCG and the Primary Care Network's around support for the COVID-19 booster jabs and seasonal flu jabs. This integrated approach to care and support has helped keep this very vulnerable population well throughout the pandemic. The ILDS is hoping to better understand the implications of long COVID for its population and provide appropriate support to individuals affected.

The ILDS has continued to work with its network of providers to ensure business continuity. There have been no issues of note with regards to maintaining service delivery and we are now also at a point where day service providers are almost back to full capacity. This has been really influential in re-establishing routines and a sense of normality for service users. It also means greater support for unpaid carers.

Alongside the work to re-establish services, the ILDS has continued with developmental ambitions. Recently there was a "topping out" ceremony for a new 28 bedded supported living service, Patey Court. This was scheduled to open in February 2022, but building has been delayed due to disruptions and delays in building supplies. Alongside this, a new 8 person supported living service for people with very high support needs, (due to behavioural challenges) in Liss has been completed. This will open in early November and provides a high-quality bespoke environment, and support, for a very vulnerable group who previously would have been placed in high cost and often unsuitable, placements across the country.

The service also hosted a celebration event at the Central Library to recognise the resilience shown throughout the pandemic by the team, its providers, its service users and carers. The event was well attended and well received. People enjoyed being able to connect again and speak to people directly after such a long and difficult time.

#### **6.4. Carers Service**

The Carers Service supports adult carers, usually via a Carers Assessment, to access breaks, information and advice, emotional support and help with emergency planning. The team continued to support carers remotely, and when needed, in person throughout the pandemic. The Carers Centre building reopened to carers peer support groups on the 12<sup>th</sup> of April.

The Carers Service received covid recovery funds to provide a programme of group, peer and individual support to help carers recover from the impacts of the pandemic and to re-engage with social activities. The programme includes:

- Peer support groups are being given access to small grants to support them to engage with members to access a much-needed break
- Working with Talking Change to improve access to their services including a bespoke group therapy offer for carers
- Supported access to physical activity opportunities

Given high levels of demand for social care assessment and review the Carers team have provided support to colleagues in the community teams by undertaking more combined assessments and assessment/review of non-carer cases. Since June of this year, we have worked to support the Response team ensuring people come through to us for support quickly rather than being placed on the community teams' waiting list. This has had an impact on waiting times for carers and decisions on allocating staff to non-carer work have been subject to ongoing review to ensure that prevention and early intervention opportunities can still be prioritised.

The Carer's Service manager supports and informs regional and national policy work via the National Institute for Clinical Excellence, (NICE) and Association of Directors of Adult Social Services, (ADASS). They were a committee member on the recent Supporting Adult Carers NICE Guideline (Published January 2020) and Quality Standards (Published March 2021) and support the ongoing implementation of these documents. The work of the South-East ADASS Carers Network is reflected in regular meetings with the Department for Health & Social Care, (DHSC) contributing to their thinking around issues such as the paid carer leave consultation and the health and care bill. The Carers Service manager is currently working on the national implementation of a Cross Border Protocol for Carers and taking a joint lead in work to improve the quality of Carers Assessments through the national ADASS Policy Network.

The Carers Service has been working with the GP 'SystemOne' user group to implement a method of recording informal carers using a specified 'read code'. This went live in September and allows both parties to report on carers identified in either setting. We continue to work with the GP surgeries so that they can develop approaches that support the need of carers.

We have 6 groups who are regularly using the centre again and the Carers Cookery sessions are running weekly.

Month	Number of referrals
June 21	62
July 21	61
August 21	59
September 21	44
October 21	68

#### 6.5. Management Information Service

We have received the resignations of two staff who are key to producing management information; they prepare all of our data returns and produce our regular trend and activity data.

This is a very manual process currently and there is work underway to create an automated strategic reporting solution over the next 18 months.

This is a significant risk given the approaching requirement for increased data from Department of Health & Social Care, (Client Level Data) and the changes to Adult Social Care Outcomes Framework, (ASCOF) and the national inspection framework. Whilst we don't have the detail of the inspection framework, it is likely to involve extra data to be extracted from our systems and formed into a report.

We have struggled to resource this function over the years given savings requirements and we also have a significant project in place to establish a workflow for our client record system. In the short term, we will be limited on the information we will be able to produce to drive our activities, but we are working with Finance colleagues to mitigate the impact, using our finance system for reporting.

## 6.6. Regulated and Provider services

Portsmouth City Council Portsmouth City Council is registered with the Care Quality Commission (CQC) for the delivery of 7 regulated services

- 3 services are registered for the delivery of accommodation for persons who require nursing or personal care
  - Harry Sotnick House
  - Russets
  - Shearwater
- 4 services are registered for the delivery of Personal care
  - Ian Gibson Court
  - Portsmouth Rehabilitation and Reablement Team (ILS)
  - Community Independence Service (CIS)
  - Portsmouth Shared Lives Service

Each scheme / service has a Registered Manager (RM) who is registered with CQC, as well as a variety of staff relevant to the service provided. All services are subject to inspections from the CQC in line with their registered activity. With the exception of Ian Gibson Court, which is part of the Housing, Neighbourhoods & Buildings, (HNB) directorate, all services sit within Adult Social Care. All staff within services receive mandatory training as required.

The ASC 'quality assurance & learning framework' for regulated services includes a requirement that we audit standards across our regulated services, part of this process involves informal inspections. These are completed by the Head of Regulated & Provider Services annually with support from key individuals such as Social Workers, the safeguarding team and NHS colleagues. We completed informal inspections at Harry Sotnick House, (June) Russets, (July) and Shearwater, (September).

All of the units received positive feedback from the informal inspection team around documentation, staff training and development, involving residents/families in care and support planning and knowledge of mental capacity regulations. Learning points included complaints response timescales, enhancing the teaching role of experienced staff, encouraging regular hydration checks and staff observation as live supervision.

We have received Pre-Inspection Reports (PIR) from the CQC for completion, which means we anticipate an inspection of CIS, Ian Gibson and Shearwater in the next 2/4 weeks.

## 7. Demand

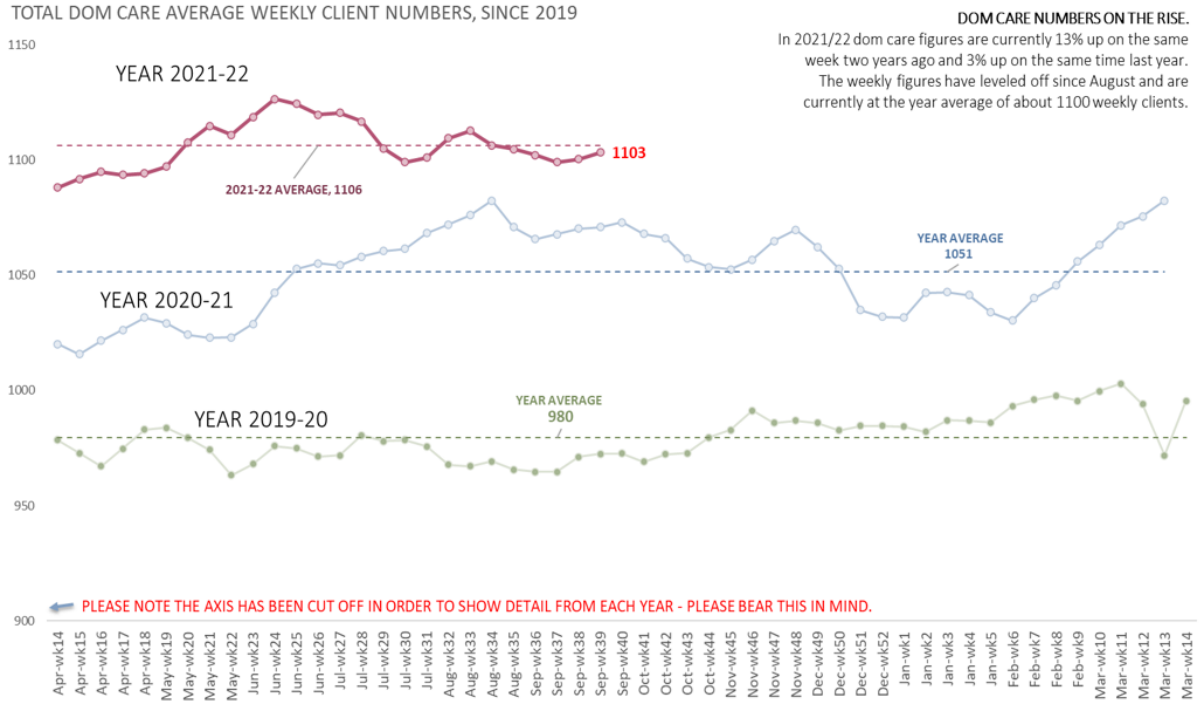
The figures below are snapshots of people with care and support needs with open care packages on the last day of the month.

### 7.1. Domiciliary Care

The demand for domiciliary care continues to increase as shown below. The demand for domiciliary care rose 3% in 2018/19 and 2% in 2019/20.

AVERAGE DAILY DOM CARE FIGURES for 2019, 2020 and 2021 financial years.

*These numbers and costs are for ALL dom care clients, regardless of client group.*



### Cost Bands for Domiciliary Care

The chart takes the domiciliary care support and splits into cost bands, against last year's average, we are seeing increases in most cost bands. The higher the cost band, the more support a person needs.

	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21	Oct-21
£0-50	126	126	125	123	129	136	
£050-200	550	553	551	541	546	535	
£200-300	158	171	174	171	180	184	
£300-400	76	83	76	78	74	70	
£400-500	80	75	78	79	76	71	
£500+	107	112	119	109	108	113	
<b>DISTINCT CLIENTS:</b>	<b>1097</b>	<b>1120</b>	<b>1124</b>	<b>1101</b>	<b>1113</b>	<b>1109</b>	

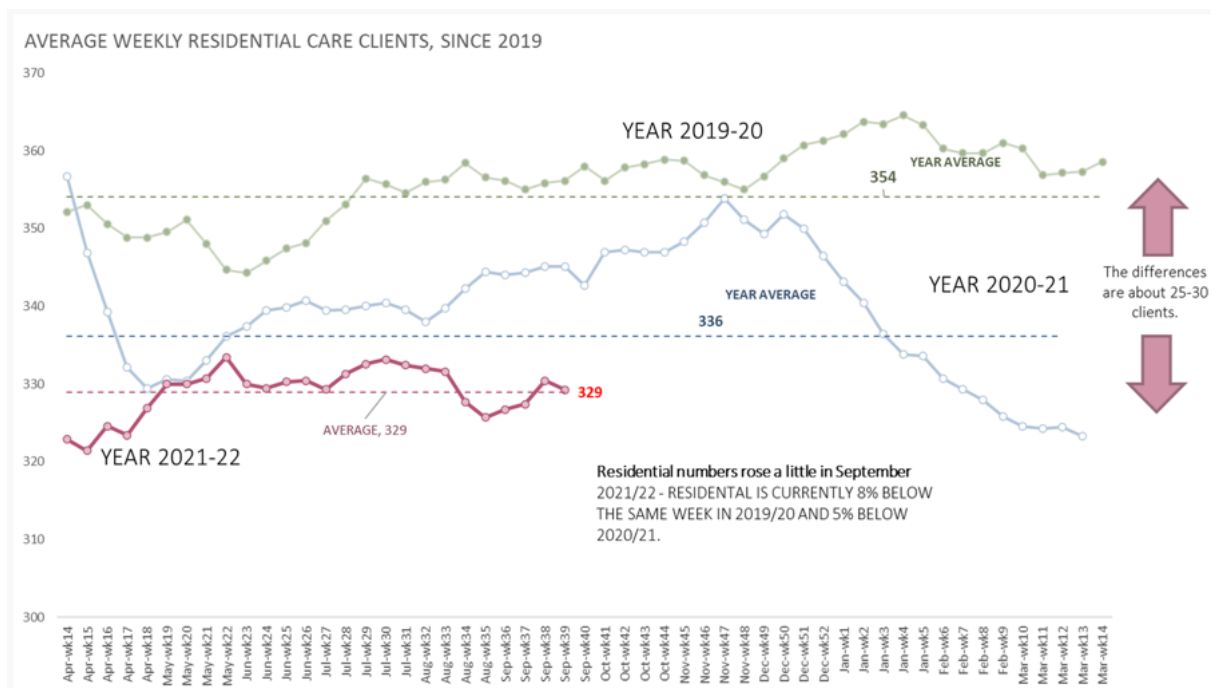
**SUBJECT TO 2% SETTLING**

CURRENT MONTH VS LAST YEAR AVE		
10.7%	£0-50	
-0.3%	£050-200	
15.3%	£200-300	
11.9%	£300-400	
-5.2%	£400-500	
5.0%	£500+	
4.2%	DISTINCT CLIENTS	

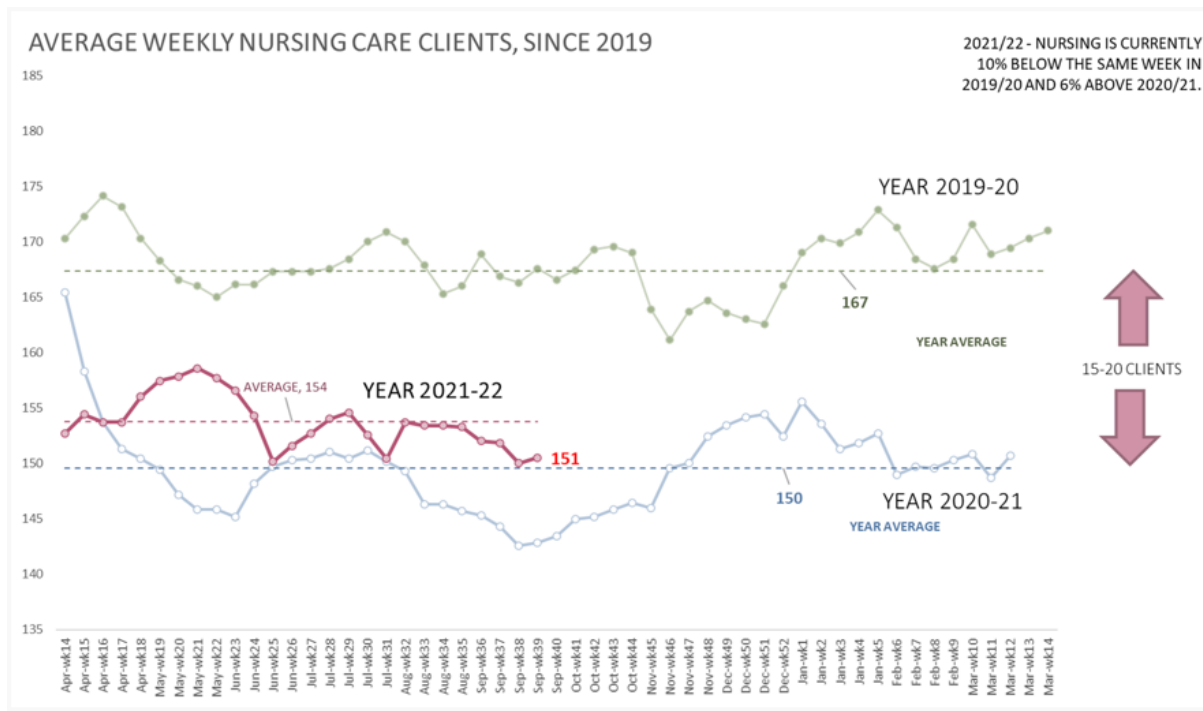
In summary, there continues to be an increasing demand for domiciliary care in Portsmouth which places pressure on the overall budget for ASC. The increase in higher cost bandings against 2020/21 indicates that people have greater needs for support.

## 7.2. Residential Care

Residential and nursing care home figures continue to be lower than would normally be expected in the city. There were initial drops in resident numbers in April 2020, with additional drops during the course of this financial year for residential care. For Nursing Care homes there has been a slight recovery above 2020/21 levels, but numbers of residents continue to be below 2019/20 levels.







### 7.3. Deprivation of Liberty Safeguards (DoLS)

The figure for the period July to September 2021 showed that there was an increase in the overall numbers of referrals received on last year, with a reduction in the number of DoLS granted.

Referrals Received (all Referrals)

July/Aug/Sept 2020 = 232

July/Aug/Sept 2021 = 282

Referrals Received (excluding Furtherers & Reviews)

July/Aug/Sept 2020 = 123

July/Aug/Sept 2021 = 175

DoLS Granted

July/Aug/Sept 2020 = 146

July/Aug/Sept 2021 = 22

Average Time between Referral & Authorisation

July/Aug/Sept 2021 - 51 Days

Status 30th Sept

With Triage = 4

To be Allocated = 38

To be Triaged = 24

Total to be Allocated = 62

In preparation for the introduction of the Liberty Protection Safeguards (LPS) a decision has been taken to recruit to a post that will target coordination of process development and training for the new requirements.

#### **7.4. Mental Health Act Assessments**

During the pandemic, the service continued to undertake assessments in person to ensure external scrutiny of the care and support arrangements for adults who are unable to consent to those arrangements.

Coming out of the formal restrictions the Approved Mental Health Professional, (AMHP) team are providing proportionate deployment of staff to respond to formal need for assessments.

The team are addressing presenting issues of medical cover on the wards that can have an impact on assessment timescales, with potential impact of creating delays to admissions.

There are additional complications as a result of experiencing delays in accessing private ambulance cover, these delays also have the potential to delay admissions and create additional pressures.

The AMHP service have noted there has been an increase in requests for Community Treatment Orders, these require involvement of an AMHP as they have a key function in reviewing community-based plans and stating whether or not the AMHP is in agreement.

To date the AMHP team have received 5 requests for the Treasury's "Mental Health Crisis Breathing Space" programme. This is a programme that helps take the pressure off people with debt issues while they are receiving crisis treatment and up to 30 days after. Of the 5 referrals one person was eligible. The other 4 people were appropriately signposted to the 'Non-Mental Health' Breathing Space programme.

#### **7.5. Adult Safeguarding**

The number of referrals received by the safeguarding team has remained consistently high during 2021.

Despite an initial drop in referrals during the first lockdown, the number of concerns increased back to pre-pandemic levels and above, reaching a historic high of 623 in June of 2021.

Similarly, the safeguarding team have received increasing numbers of PPN1s (concerns raised by the police) a total of 919 PPN1 were received between

July and September 2021. This has significantly increased the operational demands on a small team of practitioners. In addition, the complexity and time taken to triage cases has considerably increased.

This is reflected in the number of concerns triggering statutory 'Section 42' enquiries. These are enquiries the Local Authority is directed to make under the Care Act, (2014) to enable a decision on action to be taken in response to a referral. 185 safeguarding referrals required statutory safeguarding enquiries between July and September.

Despite the challenges of increased demand, the team have continued to offer fortnightly safeguarding clinics to colleagues in ASC and the housing sector, carry out face-to-face visits where safe and appropriate to do so, and are committed to ongoing development via auditing and governance planning.

During November, the team will bring forward a plan to manage PPN1's and will report on the plan to the Health, Wellbeing & Social Care Portfolio meeting.

## **7.6. Complaints**

For the financial year 2020/21, there were 62 statutory complaints made about Adult Social Care, compared to 67 in the previous year. Included within 2020/21 are 4 complaints involving an independent care provider, compared to 8 in the previous financial year.

In addition to statutory complaints, there were 21 customer contacts, six contacts that were responded to under different procedures and one representation.

The number of Portsmouth residents with Adult Social Care involvement on 31st March 2020 was 6,687. The 62 complaints received therefore represent under 1% of all the people receiving a service from adult social care.

Complaints levels have decreased by 7% year on year and the most complained about location was the FAB team (social care charging). Inadequate service (21), funding (9) and staff communication (9) were the largest reason for complaints. Performance on 20-day responses has fallen to 63% from 80% last year and on 10-day responses dropped to 48% compared to 63% last year.

One complaint was investigated by the Local Government Ombudsman and Social Care and no fault found against Adult Social Care. 40% of complaints were upheld to some degree, a decrease from 54% last year. Adult Social Care received 19 compliments this year compared to 22 in 2019/20.

## 8. Strategy

During September 2021, the Adult Social Care Strategy was presented to colleagues in ASC and the wider Council, the Leader and partners. An infographic summarising the strategy is available [here](#).

The intention of the strategy is for.

- citizens to understand what adult social care is and does in Portsmouth, and to hold ASC to account
- social care staff to know how their work supports our citizens and have a clear sense of purpose
- staff across the council to understand adult social care and its contribution to the Portsmouth vision and city plan
- the council to demonstrate how we manage our limited resources – putting our time, money and energy into the best possible outcomes and achieving the best value for money.

## 9. Risks

During this year ASC has updated and expanded the service risk register due to a number of challenging circumstances and anticipate a challenging financial year in 2022/23.

There have been challenges in sourcing sufficient domiciliary care, with waits for care increasing.

The demand for assessment and support has meant that we have a wait for assessments due to staffing capacity.

The increase in safeguarding referrals has impacted on response times in the service.

In 2022/23 we anticipate significant budget pressures from providers of care and support. This is based on the 6.6% increase in the National Living Wage, the pressure of increased National Insurance Contributions imposed by the Heath & Social Care Levy and the need to attract workers from other sectors into domiciliary care.

ASC also anticipates the demand for services continuing to increase and national hospital discharge funding and funding for Personal Protective Equipment for providers to cease on 31<sup>st</sup> March 2022.

Given the combination of pressures on the NHS, we also anticipate challenges in managing the flow of people out of the hospital, which puts further pressure on staffing and financial capacity.

Finally, the impact of people who self-fund being able to arrange care at Local Authority rates will place further pressure on providers to increase their rates. The absence of a significant funding announcement in the October 2021

spending review indicates that 2022/23 will be a very challenging year for adult social care.