

Portsmouth adult social care strategy

2021–2025

a partnership between



Introduction

We are delighted to introduce the adult social care strategy for Portsmouth for 2021 to 2025.

Having a strategy is crucial for:

- citizens to understand what adult social care is and does in Portsmouth, and to hold us 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.

We have set out how we expect adult social care to be shaped in future – to provide the services people need, and achieve the outcomes they want, at a cost that is manageable.



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Portsmouth City Vision

What kind of city we want to be by 2040

Our Adult Social Care strategy stems from the Portsmouth Vision, which was designed in collaboration with citizens and key influencers in the city.

The Portsmouth Vision

“Imagine a healthy and happy city, where we enhance wellbeing through the education, care and support each person needs for their physical and mental health – and citizens live in communities where they feel safe and can thrive.”¹

This is one part of the Portsmouth City Vision – and the way we provide social care will play a significant part in how this vision for the city is achieved.

There is also an extensive legal framework around social care, setting out the obligations the local authority has to people with care and support needs.



Our purpose

Helping people live the life they want to live, in the way they want to live it.

To deliver this purpose, adult social care in Portsmouth needs to:

- work in a way that recognises, draws on and builds on the strengths that people have, and have access to, in their networks (the strengths-based approach)
- facilitate healthy communities that are supportive to all members
- respond quickly to those in crisis, then build resilience to enable a return to independence
- work effectively and responsively, centring on the needs of customers
- work with voluntary, health, and care partners at both 'place' (Portsmouth) and integrated care system (Hampshire and Isle of Wight) level to enable joined up, sustainable care
- deliver individual services to people that meet their needs and help them achieve outcomes they want to achieve, while keeping them safe
- be financially stable and sustainable.

References

- 1 <https://imagineportsmouth.co.uk/>

Key shifts

What we want to do more of

We know we will work more effectively and serve our residents and communities better if we make some changes to the way we do things.

There are five significant areas where we need to make changes

1. Develop services all can access and build community capacity
2. Embed reablement to maximise independence
3. Personalise care and support responses to individuals and their circumstances
4. Develop a market for care and support in the city
5. Develop wide range of housing and support options that meet varied needs

These changes will be underpinned by some shifts in the way we work as an adult social care service

- Modernise use of technology in care
- Work more collaboratively with communities and individuals to enable them to exercise choice and control
- Develop effective reablement models for all with care and support needs
- Work in co-production with the market, including the independent sector, and focus on outcomes

Values

To achieve these shifts in the way that we work, we are dependent on the colleagues who work directly with our citizens. Our strategy therefore must be underpinned by our adult social care values, which

provide a model for how all staff will work. Our values enable us to hold each other to account, in the way we work with our citizens, and with each other.

Person centred

We will:

- put the service user at the centre of everything we do
- act in the person's best interests to support safety and independence
- support people through a strengths-based approach to make informed choices about care and support
- develop positive and appropriate relationships with people
- work to understand the wider impact of decisions and actions on people's lives and advocate for people to maintain respect and dignity
- be inclusive in how we work with people, respecting diversity and individuality
- use coaching and mentoring approaches to support the best outcomes.

Accountable

We will:

- take responsibility for our own actions and our organisation, work autonomously where appropriate
- use professional judgement, professional curiosity and honesty
- ask questions, challenge constructively and make evidence-based decisions
- work to understand the power inherent in our position and use it appropriately
- expect, accept and take responsibility for mistakes and learn from them
- use our policies and procedures to ensure governance is embedded in the organisation
- work within the parameters of the law
- ensure our responses are proportionate to the situation
- delegate where we can, being clear about what is being delegated.

Collaborative

We will:

- support each other to work effectively as a team and share knowledge and experience
- empower others and do things with and not for people
- manage conflict well
- demonstrate professional and relational maturity
- recognise the importance of feedback and value feedback from others
- embrace success and celebrate it
- be open and honest
- provide regular and effective supervision.

Resilient

We will:

- use our learning to inform and work positively with change
- be solution-focused
- work to help people manage adversity by seeking solutions
- work to develop self-awareness and reflective skills, whilst encouraging constructive challenge from others to help us improve how we lead
- support and encourage others when they are finding things difficult
- be professionally curious.

Challenges

Nationally, the implications of the proposed legislative changes to the NHS are still emerging and a coherent national strategy for social care that addresses the [shortfall in resources](#)² required to implement the Care Act is still to be produced. We continue to face the challenge of short-term funding increases [covering costs](#)³, rather than expanding provision.

We know that [the number of people aged over 85](#)⁴ in the UK is predicted to more than double in the next 23 years to over 3.4 million. Many of our older people will have at least two health conditions, including dementia. And our working age population also have care and support needs – many [local authorities](#)⁵ are just as concerned, or more, about being able to help people of working age, with disabilities or other needs, as older people.

Locally, Portsmouth is a great waterfront city and one of the most densely populated areas in the UK. People are proud to live here – we have a strong identity. But the city also faces serious challenges: the population is growing, health outcomes [remain poorer](#)⁶ than in many other places in the country, and there is significant deprivation in many communities. For organisations seeking to serve the city, it is a time of unprecedented pressure on public finance, and there is uncertainty about the future policy and structural direction for services against the backdrop of the COVID-19 pandemic.

From a local authority perspective, our upcoming challenges include:

- implementing the Liberty Protection Safeguards and reforms from the government's Mental Health Act consultation
- implementing government reforms to social care charging (the Care Cap)
- preparing for a new national inspection regime and demands for more data collection from the Department for Health and Social Care.

Financial context

Recent financial measures have been introduced to address some of these challenges, including:

- the Better Care Fund
- the adult social care support grant
- the social care precept.

But these measures have not been sufficient to address the overall challenge. In 2020, the [Institute for Fiscal Studies](#)⁷ estimated the spending needed to maintain services at their pre-COVID-19-crisis level could exceed available revenues by £3.3 billion in 2024–25. Based on the prices councils pay for adult social care services, and benchmark prices needed to meet costs, councils were underpaid by £1.2–£1.4 billion in 2018–19 for adult social care services. This could increase to £1.4–£1.7 billion in real terms by 2024–25.

For Portsmouth, [costs have risen substantially](#)⁸. The combination of inflation plus unavoidable cost pressures in the city, particularly in adults and children's social care, has added an overall cost burden of £38m between 2010 and 2019. And the cost of providing services continues to rise at a level beyond the rate of inflation. The long-term impact of COVID-19 is also beginning to be seen, with an increase in care costs per person.

References

- 2 <https://publications.parliament.uk/pa/cm201617/cm-select/cmcomloc/47/4705.htm>
- 3 www.kingsfund.org.uk/publications/social-care-360#social-care-360-sections
- 4 www.kingsfund.org.uk/blog/2017/09/age-related-dependency-needs-policy-and-long-term-planning
- 5 www.adass.org.uk/adass-spring-survey-21
- 6 <https://fingertips.phe.org.uk/profile/health-profiles/data#page/1/gid/1938132696/pat/6/par/E12000008/ati/101/are/E06000044>
- 7 <https://ifs.org.uk/publications/15041>
- 8 <https://democracy.portsmouth.gov.uk/documents/s29909/PCC Budget Council Tax 2122 Medium Term Budget Forecast 2223 - 2425.pdf>

Partnerships

Portsmouth City Council (PCC) already has a strong partnership with the NHS in the city, with a shared vision to place primary and community care at the core of our approach. This recognises that the local health and care system will achieve the best outcomes, and be most sustainable in the long term, if there is a shift away from hospital to more community-focused health and care services.

Alongside our Clinical Commissioning Group (CCG), it is also important to understand how and when we can achieve more for the people of Portsmouth, by working with our Integrated Care System (ICS) colleagues across the Portsmouth and South East Hampshire (PSEH) area. Our initial areas of consideration are below.

Health and Care Portsmouth blueprint

Our aims for health and care in the city

- Improve the range of services people can access to maintain their independence
- Give people more control, choice and flexibility over the support they receive
- Do away with multiple assessments and bring services together in the community
- Bring together services for children, adults and older people where there is a commonality of provision, including a family-centred approach
- Create better resources and opportunities for vulnerable people and their carers.

Addressing health inequalities

Tackling inequalities which contribute to poorer health outcomes has been a long-standing objective for our local system, as reflected in the health and wellbeing strategies for both Hampshire and Portsmouth.

Inequalities in health and access to, and experience of, care can be linked to where people live (high deprivation) as well as gender, ethnicity, age and ability. All of these determine the risk of a person getting ill, preventing sickness and opportunities to take action and access care when ill health occurs. There are significant areas of inequality in our population.

COVID-19 has exposed some of these health and wider inequalities even further and has disproportionately impacted those who may already face disadvantage and discrimination. This includes people living in areas of high deprivation, minority ethnic communities, older people, men, people with a learning disability, and others with protected characteristics.

Managing patient flow

We want citizens to be treated without avoidable delay and to receive the right care and support, in the right place, at the right time.

Achieving this, in both elective and non-elective pathways, will help reduce pressure on acute services, and ensure our resources are organised and deployed in the most effective ways, to deliver the best outcomes and experience for local people.

Placed-Based Care

The objective of the Place-Based Care programme is to enable people to receive the support they need in their own home or in the community where they live – and for this care to be organised around them, to deliver the best outcomes and experience.

This means joining up care at every level across health and social care, working collaboratively with all partners to proactively manage both physical and mental health, and provide a rapid and efficient response in the event of crisis or deterioration.

Achieving this will enable people to live well at home for longer (including post-acute recovery) and reduce the risk of avoidable hospitalisation and need for long-term residential care.

The delivery of this work is rooted in the localities where people live – bringing together community partners across the health, care, and the voluntary sector to develop solutions that meet the needs of their populations.

The Place-Based Care programme will work with these locality groups to:

- support the delivery of local goals
- remove barriers to integrated delivery
- ensure our collective ambition brings benefits to the whole Portsmouth and South East Hampshire (PSEH) population (including the opportunity to 'do things once').

Healthy communities

We need to support the prevention of ill-health, focusing on early intervention and enabling people to keep well and live independently in good health.

We will focus on where the biggest difference can be made, working together across PSEH, focusing on what we can do in partnership across health, care, and the voluntary sector.

The pandemic has had a disproportionate impact on some population groups.

The Healthy Communities programme will advocate for:

- tackling health inequalities across all PSEH programmes
- building capability and capacity in population health management
- personalised care approaches
- behavioural change tools that can be rolled out across the local system and enable targeting of resources and expertise to areas of greatest need.

The past year has shown what can be achieved by communities working together. By working with local Health and Wellbeing Boards and building on the evidence and experience of local communities, the Healthy Communities programme will act as an enabler to increase the scale, pace and impact of high impact interventions that have a positive impact on the health and wellbeing of the PSEH population.

Working with citizens

People expect to:

- be able to exercise choice and control over their care and services
- not have to speak to multiple agencies and tell their stories over and over again
- receive good quality information and advice which enables sensible, informed decision-making about the future or the future of their loved ones
- be able to live full lives as part of their communities, whatever their care and support needs.

Bearing these expectations in mind, we in adult social care need to manage three areas in particular:

Outcome focused services, that keep people independent and safe

Financial sustainability, so the wider portfolio of public services can still be delivered

Support, choice and control

Collaboration

We will aim to seek a partnership approach in all we do – with individuals, communities, providers and services, within and outside of the council.

We recognise that this requires a 'paradigm shift' in our relationship with citizens and the communities they are part of as, historically, social care has tended to engage with people who meet eligibility criteria and not with those who don't.

We need to start identifying citizens with whom we have shared agendas, drawing on their strengths, as we work in partnership and look beyond traditional service solutions.

We will redesign the ways we work to reflect the principle of 'nothing about me without me', to enable partnership and participation in all we do.

This will include:

- recruitment
- assessment and support planning
- design
- procurement
- running and evaluation of the effectiveness of services
- evaluation and development of strategy and commissioning intentions.

We will aim to start from a position of assuming full **co-production**⁹ and determine what is realistic and meaningful in each circumstance.

References

- ⁹ <https://www.thinklocalactpersonal.org.uk/Latest/Co-production-The-ladder-of-co-production/>

Working principles

What underpins our strategy and how we will deliver it

Adult social care services support a wide range of people in different ways.

Support can be anything from providing information or advice, help to access employment or training, to support in the home, residential care, or care at the end of life. This can be long term, or for a short period of time.

All support is tailored to what the individual needs to help them achieve their outcomes. There may be different solutions for a person with a learning disability, someone who is in need of mental health support, or a person with a physical disability – but the same principles should inform all the work we do.

Universal services and community capacity

Enable communities to develop connections around skills and competencies, contributing to improving and maintain wellbeing

Principles

- Use the strengths-based approach
- Provide accessible and coherent information so that people feel informed and enabled
- Recognise and support carers in their role

Actions

- Build capacity in our communities
- Develop Community Connector resource in all services
- Develop a clear pathway for young people who need to transition to adult social care

Recovery, reablement and maximising independence

Develop effective recovery and reablement models to enable people with care and support needs to achieve their potential for independent living

Principles

- Use the strengths-based approach
- Maximise independence
- Operate a coherent approach to reablement
- Work closely with health partners
- Make use of assistive technology
- Offer a range of solutions including options outside the traditional 'box' solutions

Actions

- Develop and maintain a Discharge to Assess (D2A) facility in Portsmouth, integrated with the NHS
- Enable urgent community response to avoid unnecessary moves or admission to hospital
- Support transformation of community mental health provision
- Develop technology as part of the care and support offer in Portsmouth
- Implement a timely review programme to maximise independence
- Upskill and support social workers and other professionals to identify clear goals as part of the assessment process

Developing the market

Establish wellbeing, outcomes and co-production as principles for all service delivery

Principles

- Establish clarity of commissioning intentions that reflect the strategy
- Commission from outcomes and output measures
- Develop a more mature market relationship, including in risk and reward sharing
- Deliver safe, effective and high quality services across the city
- Offer range of services to meet needs
- Foster a sustainable market
- Exercise integrated partnership working
- Enable co-production and participation in service design and contract tendering
- Work in co-production with the market and focus on outcomes that matter to people with care and support needs in service provision

Actions

- Communicate with stakeholders through a refreshed market position statement
- Develop a quality assurance framework for social care providers
- Increase control over care and support through direct payments
- Commission responsive care, personalised to individual needs
- Develop an older persons mental health service
- Develop a sustainable placements strategy

- Implement the domiciliary care intervention
- Change the way we manage contracts, so that commissioners and contract staff work together to develop the market

Personalising care and support

Give people choice and control over the way care is planned and delivered

Principles

- Use the strengths-based approach
- Work collaboratively with communities and individuals to enable them to exercise choice and control in all aspects of service design and delivery
- Meet people's needs

Actions

- Implement a workforce plan on strengths-based approaches
- Develop the policy and mechanisms around personal budgets and models for market approach
- Enhance the information and advice available to people seeking social care support

Housing and support

Support citizens to access a wide range of good quality, accessible accommodation that enables personalised care and support

Principles

- Support people to live independently and safely
- Work in partnership

Actions

- Map current provision and demand to identify gaps
- Develop and implement a clear housing strategy for the service, looking at residential, supported and extra care provision
- Ensure allocation processes for housing are fair and based on need
- Increase supported housing for people with mental health needs
- Increase supported housing for people with a learning disability
- Assess the need for, and commission, supported housing for adults with autism
- Commission extra care housing for people with dementia
- Develop a respite strategy

External governance

Make sure care services meet statutory regulations and that services are committed to quality care and effectiveness

Principles

- Ensure services are legally compliant
- Ensure services demonstrate quality provision

Actions

- Evaluate service quality and provision in preparation for inspection
- Implement the Liberty Protection Safeguards
- Implement the Mental Health Act reforms
- Prepare for and implement the care cap reforms as part of the government's social care funding reforms

Workforce

A confident, competent workforce, with individual objectives linked to the strategic direction of the organisation

Principles

- Maximise learning and development opportunities for our staff to achieve a competent and confident workforce

Actions

- Achieve the adult social care medium term financial strategy
- Establish robust project management
- Introduce more comprehensive management information and workflow in recording

Evaluating success

How will we know we have succeeded?

This strategy describes a huge range of ambitions and activity, but all of them are in support of our main outcomes.

People in Portsmouth are informed, enabled, independent and safe

People in Portsmouth have a range of options for receiving the care and support they need

The service is working collaboratively with people to meet and identify their needs

There is collaboration with the community to work in a strengths-based approach to meet the needs of individuals

Portsmouth has a high quality, safe, sustainable and integrated health and care offer

Some of these outcomes are difficult to measure, but we will design performance metrics for each of our workstreams and projects. They will also be monitored through regular senior management meetings and reported on to our teams, cabinet member and councillors.





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