

## ADULT SOCIAL CARE AND SERVICES SCRUTINY PANEL

<b>Date:</b> Tuesday 26th March, 2024
<b>Time:</b> 4.00 pm
<b>Venue:</b> Mandela Room

### AGENDA

1. Apologies for Absence
2. Declarations of Interest
3. Minutes- Adult Social Care and Services Scrutiny Panel - 19 December 2023, 9 January and 27 February 2024 3 - 16
4. Integration of Health and Social Care - Verbal Update  

Standard item- the Director of Adult Social Care and Health Integration will be invited to present an update if there are any items which are of significant interest to the Panel.
5. Retention and Recruitment of Staff within Adult Social Care 17 - 40  

The Director of Adult Social Care and Health Integration will provide Members with an update on progress on the recommendations made following the Scrutiny Panel's review in 2022.

The Panel's final report and service response are attached for information.
6. Prevention Services in Middlesbrough - Next Steps 41 - 42  

The Chair will address the Panel in respect to the next steps for the Panel's review on Prevention Services in Middlesbrough.
7. Overview and Scrutiny Board Update  

The Chair will provide a verbal update in respect of items considered at the Overview and Scrutiny Board meetings held on 7 and 28 February and 6 March 2024 .

8. Any other urgent items which in the opinion of the Chair, may be considered.
9. Date and Time of Next Meeting - 23 April 2024 at 4.00pm

Charlotte Benjamin  
Director of Legal and Governance Services

Town Hall  
Middlesbrough  
Monday 18 March 2024

#### MEMBERSHIP

Councillors J Walker (Chair), D Jackson (Vice-Chair), TA Grainge, L Mason, M Nugent, S Tranter and G Wilson

#### **Assistance in accessing information**

**Should you have any queries on accessing the Agenda and associated information please contact Joanne Dixon, 01642 729713, [joanne\\_dixon@middlesbrough.gov.uk](mailto:joanne_dixon@middlesbrough.gov.uk)**

## ADULT SOCIAL CARE AND SERVICES SCRUTINY PANEL

A meeting of the Adult Social Care and Services Scrutiny Panel was held on Tuesday 19 December 2023.

**PRESENT:** Councillors J Walker (Chair), D Jackson (Vice-Chair), S Tranter and G Wilson

**PRESENT BY INVITATION:** Councillors

**OFFICERS:** S Blood and E Scollay

**APOLOGIES FOR ABSENCE:** Councillors TA Grainge and M Nugent

23/30      **DECLARATIONS OF INTEREST**

There were no declarations of interest received at this point in the meeting.

23/31      **MINUTES- ADULT SOCIAL CARE AND SERVICES SCRUTINY PANEL - 21 NOVEMBER 2023**

The minutes of the Adult Social Care and Services Scrutiny Panel meeting held on 21 November 2023 were submitted and approved as a correct record.

23/32      **INTEGRATION OF HEALTH AND SOCIAL CARE- VERBAL UPDATE**

The Director of Adult Social Care and Health Integration provided a verbal update to the Panel. He advised that there was currently a round of Integrated case partnership with the NHS and this would have an impact on Director posts.

AGREED  
That the update be noted.

23/33      **TEESWIDE SAFEGUARDING ADULTS BOARD (TSAB)- ANNUAL REPORT**

The Director of Adult Social Care and Health Integration was in attendance to present the Teeswide Safeguarding Adults Board Annual report, on behalf of Darren Best, Independent Chair.

The Panel were advised that the Teeswide Safeguarding Adults Board (TSAB) was a statutory body responsible for protecting adults' rights to live independent lives, free from abuse and neglect. The Board works collaboratively with partners to set the strategic direction for adult safeguarding in Tees and seeks assurance from partners that they have appropriate and robust safeguarding arrangements in place.

There are 6 statutory partners:

- Cleveland Police
- Hartlepool Borough Council
- Middlesbrough Council
- NHS North East and North Cumbria Integrated Care Board
- Redcar & Cleveland Borough Council
- Stockton-on-Tees Borough Council

And 23 non-statutory partners:

- A Way out
- Beyond housing
- Care Quality commission
- Catalyst Stockton-on-Tees (Voluntary Development Agency)
- Cleveland Fire Brigade
- Probation Service
- Department for Work and Pensions
- Hartlepool & Stockton-on-Tees Safeguarding Children Partnership
- Hartlepower
- Healthwatch Hartlepool
- Healthwatch South Tees
- Healthwatch Stockton-on-Tees
- HMP Holme House Prison
- Middlesbrough Voluntary Development Agency
- North East Ambulance Service
- North Tees & Hartlepool NHS Foundation Trust
- Office of the Police and Crime Commissioner for Cleveland
- Redcar & Cleveland Voluntary Development Agency
- South Tees Hospitals NHS Foundation Trust
- South Tees Safeguarding Children Partnership
- Tees Esk & Wear Valleys NHS Foundation Trust
- Teesside University
- Thirteen Housing

The Panel were made aware that the Board has continued to engage with key strategic partnerships across Tees including the Local Safeguarding Children Partnerships, Health & Wellbeing Boards, Community Safety Partnerships, Tees Strategic Exploitation Group (formerly known as Vulnerable Exploited Missing and Trafficked), Serious and Organised Crime Group and the Cleveland Anti-Slavery Network as well as regional and national Safeguarding Adults Boards.

The Board has a number of Sub-Groups, who lead on key pieces of work in order to achieve the aims and objectives set out in the Board's Strategic Business Plan 2022/23. The purpose of the Sub-Groups are summarised below.

**Safeguarding Adult Review (SAR)**

Leads on the development and implementation of the Teeswide SAR Policy and Procedures to ensure that learning from any reviews undertaken locally and nationally is disseminated appropriately. The Sub-Group also considers notifications for SARs and makes recommendations to the Independent Chair.

**Communication & Engagement (CE)**

Leads the development, implementation and evaluation of a multi-agency strategy aimed at increasing awareness of safeguarding adults and promoting the involvement of adults at risk, carers and advocates in the Teeswide safeguarding adults' processes.

**Learning Training & Development (LTD)**

Leads the development, implementation and evaluation of a multi-agency learning, training and development strategy.

**Operational Leads (OL)**

To provide a forum to enable safeguarding adults' operational leads from TSAB partner agencies to share good practice, problem-solve and access peer support. The Sub-Group also provides qualitative data to inform the development of person-centred policies, procedures, and strategies.

**Performance, Audit & Quality (PAQ)**

Leads the development and implementation of a performance framework and provides an audit and quality assurance function on behalf of the TSAB.

**Task & Finish Groups**

During 2022/23 there were a number of Task & Finish Groups to look at specific work streams:

- Creating safer vultures
- National safeguarding adults
- Organisational Abuse
- Welfare Visit request for vulnerable People
- Team around the individual (TATI) Review
- Joint Learning Event
- SAR Procedure Review
- Power BI
- Responding to and Addressing Concerns (RASC) Providers Action Plan template.

The report was extremely detailed and comprehensive, however the spoke about the key activities within safeguarding and Section 42 enquiries.

An explanation of the terms were explained:

**Safeguarding concern-** a report made to a lead agency for the safeguarding process to raise concerns of adult abuse/ neglect.

**Section 42 (S42) enquiry-** The Care Act 2014 (section 42) requires that each Local Authority must make enquiries, or cause others to do so, if it believes an adult is experiencing, or is at risk of , abuse and or/ neglect.

In terms of statistics, in 2019/20, there were 5,023 concerns and 2,815 S42 enquiries, compared to in 2022/23, 7,011 concerns and 3,041 S42 enquiries. It is believed there is a better understanding and awareness of abuse, which has led to more reporting. There was also a change in nature of abuse during covid with more institutional concerns, which led to a different approach in safeguarding.

In terms of the types of abuse, the Tees data remains consistent with National Trends reported in 2022/23, with a similar increase recorded in both concerns and Section 42 Enquiries. The top 4 areas of abuse for Section 42 Enquiries in Tees were Neglect and lack of Omission (28%), Physical (20%), Self- Neglect (12%) and Financial and Material abuse (12%).

In terms of the awareness campaigns referred to within with the annual report, the panel were advised that the Board engage with partners in a wide range of awareness raising activities, with an aim to engage professionals, members of the public and hard to reach groups and digitally excluded individuals. Campaigns provide prime opportunities for the Board to ensure they raise awareness of the important safeguarding messages. Key example of campaigns has been a bus stop poster campaign.

One of the main aims of the Board is to ensure that safeguarding is everyone's responsibility.

The Director was thanked for his presentation on behalf of the Board.

**AGREED**

**That the report be noted.**

23/34

## **PREVENTION PROGRAMME.- PUBLIC HEALTH**

The Chair welcomed Dr Michelle Stamp, Consultant in Public Health, Public Health South Tees to the meeting to provide the Panel with a Public Health perspective regarding Prevention.

Dr Stamp firstly provided some setting the scene statistics for the Panel, these being:

- Life expectancy in Middlesbrough for both men and women is lower than England average. Life expectancy for a man in Middlesbrough is 75.4 (79.4 England) and 79.8 for a woman (83.1 England).
- The health of people in Middlesbrough is generally worse than England average.
- Middlesbrough has been identified as the most deprived local authority nationally at neighbourhood level.
- In terms of healthy life expectancy, in South Tees it is lower than the England average which means Middlesbrough residents in some wards not only have a shorter life than the national average but also a life with increased years in ill health. There is 20.6 year 'window of need' for males and a 23 year 'window of need' for females.
- In terms of causes of death, the number and proportion of all deaths for 3 year period between 2019-2021 showed that cancer is the highest with a quarter of the deaths, followed by dementia and heart disease. Males have a greater proportions of heart disease and cancer and females have a higher proportion of dementia.
- The statistics also showed that looking at deaths under the age of 75 years (premature deaths), cancer is even higher at 32 % followed by heart disease and respiratory diseases. Males show higher proportions for heart disease and accidents and accidental poisoning, whilst females are higher for cancer and respiratory diseases.
- With 17,000 people between 55 and 64 years and 23,000 over 65 years, the older population in Middlesbrough is growing and becoming more diverse.
- Middlesbrough has a lower-than-average disability free life expectancy of 56 years old when compared to the national average of 62 years old.
- By 2030, one in five people in England will be aged over 65
- In Middlesbrough we are higher than the National average for dementia diagnosis rates with 73.3% compared to 63% and the Northeast Average of 69.6%.
- 1067 people over 65 received a dementia diagnosis in 2023
- In England, 40% of adults (aged 16+) report having at least one long term health condition
- 34 per cent of people aged 65–74 are obese, and only 8 per cent of women over 75 take the recommended levels of physical activity
- Uptake of influenza and pneumococcal vaccinations is below the levels set by international targets and national guidance
- Loneliness is associated with an average 26% increased likelihood of mortality in adults, and social isolation with an average 29% increased risk.

Dr Stamp advised that in terms of loneliness and Isolation , studies have shown that it can affect individuals physical and mental health due to the lack of positive connections and interactions with the wider community.

Some of the effects of loneliness and isolation are as follows:

- Increased risk of blood pressure
- Increased risk of developing Coronary Heart Disease and stroke
- Loneliness and low social interaction are predictive of suicide in older age
- Loneliness is a risk factor for depression in later life.

Not only does loneliness and isolation link to the above effectives but can also lead to further demands on services, including, for example, further visits to the GP; presenting themselves at accident and emergency; having other emergency admission to hospital; use more medication and having a higher incidence of falling.

**Public Health Approach**

Prevention as previously discussed with the Panel is a high priority to assist with people staying in their homes for longer. In terms of the public health approach, the panel learnt that there needs to be radical approaches to integration, joint working and place-based solutions as Middlesbrough local population ages. Public health are committed to addressing the issues that affect older people, such as housing, health and transport.

Public health are also committed to tackling loneliness and isolation and ill health/ health inequalities by making these a priority for South Tees.

To achieve this, the Panel were advised that there requires a much more integrated way of working to ensure that the right mix of services are available at the right place at the right time. There was full commitment to age friendly practices to ensure there are more opportunities for older people, with Age Friendly and Dementia friendly communities being Strategic priorities for Middlesbrough Council. Dr Stamp , further added that the Joint Strategic Needs Assessment (JSNA), was currently being developed with key partners to organisations to develop a greater understanding of community need, agree key local action and encourage a system wide approach to tackling local challenges. The level of older people living independently in South Tees is significantly worse than in England. The missions of the 'Age Well' aim within the JSNA are as follows:

1. We will promote independence for older people
2. We will ensure everyone has the right to a dignified death.

### **Joint working**

In terms of joint working and developing link, the Panel were made aware that in July 2022 , Middlesbrough Council joined the World Health Organisation (WHO) global network of Age-friendly communities, Towns and cities.

A profile page for Middlesbrough has been published on the Age friendly World website, which will increase viability of the work undertaken and to enable change , as well as allowing Middlesbrough to connect with Towns and cities worldwide to facilitate and exchange information.

The Age Friendly Communities framework includes eight domains , which ask communities to better adapt their structures to make services better for communities.

The eight domains are as follows:

1. Community support and health services
2. Transport
3. Outdoor spaces and buildings
4. Housing
5. Social participation
6. Respect and social inclusion
7. Civic participation and employment
8. Communication and information.

The programme supports local communities to take control and become more involved in shaping their local environment to better suit their lifestyle. It also asks policy makers to prioritise resources in order to design services to keep people well for longer.

The key principles of the Age friendly principles are as follows:

- Age-friendly communities promote a better person–environment fit by modifying the physical and social environment to support older adults' health, well-being, and the ability to age in a place of choice,
- Age-friendly environments are designed for diversity, inclusion and cohesion across all ages and capacities,
- The purpose of age-friendly efforts is to allow community residents to live full and meaningful lives across the life course, even in the face of not only age-related physical and cognitive changes but also psychological and social changes,
- Age-friendly communities aim to create places where older adults are involved, valued, and supported.
- Age Friendly focus attention not only on the challenges but also on the benefits of an

aging society for individuals, families, and communities.

The Panel heard that Middlesbrough have created a top 10 needs which was developed from the Age friendly survey.

The Summary of the top 10 needs are as follows:

- a lack of **resting places** in public spaces and a lack of **clean and accessible toilets**
- concerns around the poor **maintenance of streets and roads** where they live
- perceived absence of **training and employment opportunities** for people aged 50 and over
- lack of reliable publicised **information** about activities,
- and for this information to be available or **delivered** to people who have **difficulty or are unable to leave their home**
- need for more **activities** to be **affordable and accessible** to all residents

An Age Friendly Steering Group is leading the development of an action plan that underpins the 8 age friendly domains and takes into account the top 10 priorities identified in the baseline assessment of what older people have said are important aspects of community life. Age Friendly indicators will be agreed to help is to measure progress and evaluate our Age-friendly initiatives.

The Panel were made aware of one of the initiatives already in place to tackle social isolation and that supports Middlesbrough Age friendly town. 'Please have a seat campaign' has been introduced in participating venues for older people or those with mobility issues to sit down if they wish when out and about. Other local super market chains, such as Morrisons have also introduced this, which further heightens messages that adaptations need to be made to suit the communities need.

In terms of focus on communities, in 2021 and 2022, Public Health and Middlesbrough Council launched a small grants scheme (for grants up to £2,000). The aim of the grant was to support activities aimed at ensuring Middlesbrough residents had access to activities that would support their health and wellbeing and improve connectivity.

Outcomes from projects were based on:

1. Helping the person maintain their independence in and around their home
2. Improve the quality of life for the person with dementia
3. Allow the person to express their feelings through art, music, singing and dance
4. Provide social activities and outings
5. Provide structure and reduce isolation

Examples of grants received have been as follows:

- Groundwork NE- Men's shed inclusive for people living with dementia. Activities included arts and crafts, garden material / garden games.
- Recovery connections- building resilience, bringing people together to reflect and share stories and memories.

### Initiatives

As the Panel were aware, the prevention agenda was a vast project. Dr Stamp lastly provided them with some example of initiatives carried out within Public health.

#### **1. Dementia Care home**

Public Health are leading a Dementia Friendly Care Home Project in collaboration with the Managing Undernutrition in South Tees (MUST Team), Adult Social Care Home Commissioners and wider partners.

The self-assessment tool in the guide is designed to help Care Homes improve their dementia offer through providing good quality accessible activities, examine and improve the physical environment to better meet the needs of their residents, improve leadership and management and identify any workforce development and training needs. It is designed to help care homes to identify, support, enable and empower residents to live well with dementia by undertaking actions to achieve positive



outcomes, which can contribute to CQC regulations and registrations. Activities will be aimed at Preventing Falls and Hospital Admissions as well as improving physical and mental wellbeing in residents.

Furthermore, the MUST Team go into care homes and regularly audit residents to check for dehydration and malnutrition alongside a raft of other issues including safeguarding whilst offering training to care home staff.

## **2. Heating on prescription pilot- COPD**

This pilot is a Northern Alliance bid of £558K targeting 15 deep end practices across Middlesbrough. The target cohort is patients with COPD, which is estimated at 1,322 patients from GP registers or identified by STFT and proactively contacted and offered support. Mortality rates for those with respiratory diseases is higher in disadvantaged groups and areas of social deprivation. Research shows that there is a higher prevalence of COPD in Tees Valley and emergency admissions for COPD are higher in South Tees than the national average.

The aim of the pilot will be for individuals to be contacted by Middlesbrough Environment City and offered an assessment of their heating infrastructure, access to required equipment, vouchers to contribute to heating during the winter months and referral to the local authority warm home scheme for broader assessment / housing standards scheme.

Some examples of the expected outcomes of the scheme are as follows:

- Reduced COPA exacerbation's
- Reduced pressure on the NHS services (GP appointments / hospital admissions)
- Warmer home during winter
- Increase in home priority service register.

Councillors felt this was an excellent initiative and felt an all member awareness briefing would be beneficial, and this would be interesting to see how this evolves.

## **3. NHS Health Check**

This is a mandated function report quarterly to the Secretary of State, designed to spot early signs of stroke, kidney disease, heart disease,, type 2 diabetes or dementia in 40- 74 year olds. The NHS health checks / assessments provide key lines for referrals.

## **4. Specialist Physical Activity SPA Team.**

The Specialist Physical activity Team is made up of eight dedicated staff members who deliver 12-week Exercise Referral Programme offering a range of physical activity sessions to facilitate long term behavioural changes that will have a positive impact on both physical and mental health, to maximise quality of life and promote independence and self-management.

There is a 3 stage referral process:

- **ACTIVE** – anyone identified as 'At risk' of health issues and would benefit from increased physical activity as a preventative measure.
- **FUNCTIONAL** – Exercise on Referral & Post-surgery to reduce the impact of underlying health issues.
- **MAINTENANCE** – Long term condition management i.e. Neuro sessions and Stroke Rehab

The sessions delivered by the SPA team are as follows:

- Aquarobics

- Neuro sessions
- Chair-based exercises
- Stroke rehab sessions
- Tai Chi for rehab
- Gym sessions
- Wellbeing sessions
- Waiting well
- ACT lung health sessions
- ACT Young people team sessions

#### 5. Effective prevention programme

Lastly the Panel heard about some of the effective public health prevention initiatives, these including, for example:

- **Recovery solutions-** alcohol reduction harm minimal support.
- **Health Protection-** working with the UK Health Security Agency (**UKHSA**)- care home outbreaks, covid, flu and scrutiny role over delivery of vaccines.

The Panel thanked Dr Stamp for her comprehensive presentation and made comment on the excellent initiatives in place for prevention.

The Panel would now consider all of the setting the scene evidence and produce some draft terms of reference for the next meeting of the Panel.

**AGREED- That the information be noted and introductory evidence be taken into consideration to draft the terms of reference for the review.**

#### 23/35 CHAIR'S OVERVIEW AND SCRUTINY BOARD UPDATE

The Chair advised that the next meeting of the Overview and Scrutiny Board would take place on Wednesday 20 December 2023. The Chair would therefore update the Panel accordingly.

AGREED

#### 23/36 ANY OTHER URGENT ITEMS WHICH IN THE OPINION OF THE CHAIR, MAY BE CONSIDERED.

#### Attendance at meetings

It was noted that some Committee Members were not present at the meeting and the Chair reminded all to submit apologies in advance of meetings where possible.

**ADULT SOCIAL CARE AND SERVICES SCRUTINY PANEL**

A meeting of the Adult Social Care and Services Scrutiny Panel was held on Tuesday 9 January 2024.

**PRESENT:** Councillors J Walker (Chair), TA Grainge, D Jackson (Vice-Chair), M Nugent, S Tranter, G Wilson and C Cooke - Elected Mayor

**PRESENT BY INVITATION:** Councillors

**OFFICERS:** S Blood and E Scollay

**APOLOGIES FOR ABSENCE:** Councillors

23/37 **DECLARATIONS OF INTEREST**

There were no declarations of interest received at this point in the meeting.

23/38 **COUNCIL BUDGET 2024/25 AND MTFP REFRESH- ADULT SOCIAL CARE.**

The Mayor and Director of Adult Social Care and Health Integration were in attendance at the meeting and gave a presentation which covered the following issues in relation to Adult Social Care:

- Remaining Budget Gap
- Post Settlement Update/ Exceptional Finance Support
- Adult Social Care- context
- Questions: Adult Social Care – Budget Saving proposals
- Next steps

The budget gap was £6.3 million, having taken into all the current saving proposals. The Local Government Finance Settlement announced in December 2023 had provided a small improvement, A report would be submitted to Executive on 17 January 2023 recommending an application to the Government for Exceptional Financial Support (EFS). ESF would provide temporary funding solution that would enable the Council to achieve financial sustainability and avoid having to issue a Section 114 Notice.

The Mayor provided some context for the current position in Adult Social Care- as follows:

- A scheme of delegation was implemented in November 2023 to provided increased budget controls in relation to approval of spend on care packages and placements.
- High cost spend in our Learning Disability services has identified as an area for review in 2023, commencing with a review of independent supporting living schemes and out residential care provision at Levick.
- Adult Social Care had experienced significant recruitment and retention pressures over the last 3 years which has impacted on case waiting lists and the Council's ability to review high cost packages.
- Adult Social Care has seen an increased in case complexity over recent years, particularly in relation to transition and safeguarding cases. This is impacting on caseload sizes and is contributing to the Council's recruitment and retention challenges.
- Availability of suitable housing is impacting on Adult Social Care spend and Adult Social Care issues have been highlighted in the corporate review of housing.
- CQC assurance for Adult Social Care was introduced in 2022. As yet it is unknown when Middlesbrough Council will be inspected but this may be early in Spring 2024.

Adult Social Care was the second largest area of net expenditure for the Council at £49.8m (40% of the Council's opening total net revenue budget) for 2023/24. Adult Social Care gross

spend was £109.6m offset by £59.8m income. Care Sector supplier capacity and demand for the Health and Care sector continue to provide challenges for the Council.

This was borne out on several areas where Middlesbrough remains an outlier in activity for Adult Social Care Services. The Panel were shown some statistics which advised that Middlesbrough has more adults admitted to residential and nursing care home at 42.4 per 100,000 population compared to Regional and England as 17.8 and 13.9 respectively.

The Panel were advised that the budget proposals reflect the increased demand for services and savings initiatives and proposals focused on improved efficiency of current systems and transformation of the Adult Social Care delivery model through enhanced early intervention, digital technology, increased reablement, and a broadening of our accommodation offer.

In terms of the financial context, the Mayor advised the Panel of the following:

- For Period 7 (October 2023), the forecast outturn is £133.792m (before Financial Recovery Plans), an adverse variance of £7.438m (+5.9%) – a decrease of (£1.118m) from the £8.556m reported at Quarter 2.
- Financial Recovery Plans totalling £1.584m have been proposed which if assured and fully implemented would reduce the adverse variance to £5.854m.
- Adult Social Care, with a current net budget of £49.648m forecast outturn is £51.334m, as adverse variance of £1.686m, however with financial recovery plans the outturn may reduce by £0.219m to an adverse £1.467m.
- The key drivers of the adverse variance is due to an increase in the number and cost of residential placements, enablement and support packages and direct payments to service users. This is partially offset by additional grant income and an underspend from staff vacant posts.

In terms of the wider context, the Mayor advised that Middlesbrough residents tend to want to remain living in the Middlesbrough area. Due to the demand, this has an impact on independent care homes being built within specific wards.

In terms of housing demand, there was a need to build more bungalows, with support networks in place. As Middlesbrough has more individuals aged 18+ in residential care than other parts of the country, this calls for demand to look at extra care facilities and look at small accommodation / supporting living.

Middlesbrough's residential care is economical, however there needs to be tighter to examine that individuals are providing with the correct accommodation, reablement service (if application) and use the Middlesbrough independent living service. Services within the MILS will generate income, for example Connect Telecare.

There was currently only one supported housing provision in Middlesbrough- Pennyman house, North Ormesby. Pennyman house offers 42 flats with extra care housing for people aged 60+ who may be frail or who need an increased level of care and support. There was therefore more need for small specialist provision units in the Town, including those for individuals with learning disabilities / mental health needs.

In terms of delivering services, some neighbouring local authorities, for example Sunderland City Council use an arm's length training provider, Sunderland Care and Support to deliver their services. There is therefore a need to evaluate what other local authorities provide and from there look at the need and demand of Middlesbrough's care packages.

The Orchard, for example, which offers an inpatient facility and support and care for adults with mental health problems. Service users come from outside Middlesbrough to use this provision.

The Mayor outlined the budget savings proposals considered to potentially affect front line service delivery levels included:

- Accommodation and Support review.
- Fairer charging / Fair cost of Care.
- Review of Independent Supported Living Schemes.
- Expand Autism Day Care through relocation of Cumberland Resource Centre
- Re-provision use of Levick Court
- Review of Direct Payments
- Court of Protection Service Charge.

Budget savings proposals considered that were considered to have minimal, or no effect in front line service delivery levels included:

- Temporary accommodation and support review
- Introduction of Residential Care Panel
- Review of Domiciliary Care
- Review of Care Package Funding
- Expansion of reablement provision
- Review of high cost care packages
- Transformation of Adult Social Care Services
- Review of Adult Social Care Client income contribution for residential care.

The Director of Adult Social Care and Health Integration outlined that in terms of forecasting figures, homelessness was the most difficult to forecast. Adult Social Care, however did overestimated wage increases which has been favourable.

- Homelessness – £2 million has been granted from the Towns Deals Board, and further grants may become available in the coming months.
- The Council need to consider the current homelessness provision, for example, the Council currently outsource the out of hours helpline. A new working model needs to be developed, looking at a building offering information/ accommodation upstairs, and considering capital rather than revenue.
- Council currently do not have a consistent system, which needs to be addressed to ensure adequate progression.

**The Panel felt it pleasing to see that Adult Social Care were not** expecting redundancies, as most had come from vacant posts, bar 2 posts as outlined from saving summaries ACS10 (expand autism day care through relocation to Cumberland resource centre) and ACS15 (Review of Adult social care client income contributions for residential care).

Vacant posts have been frozen and there has been an audit of posts which carry statutory responsibility. Within ASC transformation agenda, there is a need to work SMARTER.

A Member queried whether that had been any changes to the Council's assessment of our care. Responding to the query, the Director of Adult Social Care and Health Integration outlined that all demands are subject to individual need. Some urgent assessments will be dealt within 4 hours of a referral, e.g. urgent occupational therapist referral, whilst others may take weeks.

It was suggested that it would be useful for the Scrutiny Panel to receive progress updates and performance data on a quarterly basis.

**AGREED** as follows that the:

1. Information provided was received and noted.
2. Panel's comments on the Council Budget 2024/25 and MTFP Refresh- Adult Social Care would be forwarded to the Overview and Scrutiny Board.

No Items raised.

**ADULT SOCIAL CARE AND SERVICES SCRUTINY PANEL**

A meeting of the Adult Social Care and Services Scrutiny Panel was held on Tuesday 27 February 2024.

**OFFICER:** S Bonner

23/40 **INQUORATE MEETING**

A formal notice had been issued to all concerned of a meeting of the Adult Social Care and Services Scrutiny Panel to be held on 27 February 2024.

The Council's Constitution (paragraph 4.60) states that the quorum for a Committee meeting will be the greater of three or 25% of the whole of the membership of that Committee.

If a quorum is not present within five minutes of the start of a Committee meeting, the meeting will be abandoned. The business of the meeting will be considered at the next ordinary meeting of the Committee or at an extraordinary meeting convened for that purpose.

The meeting of the Adult Social Care and Services Scrutiny Panel was abandoned.

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## MIDDLESBROUGH COUNCIL

### FINAL REPORT OF THE ADULT SOCIAL CARE AND SERVICES SCRUTINY PANEL – THE RECRUITMENT AND RETENTION OF STAFF WITHIN ADULT SOCIAL CARE

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## **PURPOSE OF THE REPORT**

1. To present the final report of the Adult Social Care and Services Scrutiny Panel following its investigation into 'The Recruitment and Retention of Staff within Adult Social Care'.

## **AIM OF THE INVESTIGATION**

2. The aim of the investigation was to examine staff recruitment and retention within Adult Social Care (specifically in relation to 'fieldwork' teams, i.e. Social Workers and Social Care Workers), and the work being carried-out by the Council to support and develop this.

## **MAYOR'S VISION**

3. The scrutiny of this topic fits within the following priorities of the Mayor's Vision (Middlesbrough Council, 2020):
  - Making Middlesbrough look and feel amazing;
  - Winning investment and creating jobs; and
  - Creating positive perceptions of our town on a national basis.

## **COUNCIL'S THREE CORE OBJECTIVES**

4. The scrutiny of this topic aligns with the Council's three core objectives, as detailed in the Strategic Plan 2021-2024 (Middlesbrough Council, 2021):
  - People – Working with communities and other public services in Middlesbrough to improve the lives of local people;
  - Place – Securing improvements in Middlesbrough's housing, infrastructure and attractiveness, improving the town's reputation, creating opportunities for local people and improving our finances; and
  - Business – Promoting investment in Middlesbrough's economy and making sure we work as effectively as possible to support our ambitions for People and Place.

## **TERMS OF REFERENCE**

5. The terms of reference for the scrutiny panel's investigation were as follows:
  - a) To understand the role of Social Workers and Social Care Workers and the routes into the profession.
  - b) To consider the historical position in respect of the Adult Social Care workforce and identify the current challenges and difficulties around the recruitment and retention of Social Workers and Social Care Workers.
  - c) To establish the impact of COVID-19 and other wider issues on Social Workers and Social Care Workers.
  - d) To examine potential solutions and effective interventions that will address recruitment and retention issues.

## **BACKGROUND INFORMATION**

6. Since the panel agreed its work programme on 7 July 2021, issues concerning the recruitment and retention of staff within Adult Social Care have been raised with Members. The panel's investigation focuses specifically upon 'fieldwork' teams, i.e. Social Workers and Social Care Workers, as this is the area of activity where recruitment and retention issues have been identified.
7. In addition to matters arising from COVID-19 and developments concerning the current workforce, details in respect of the Health and Care Bill 2021 have gradually been emerging. At the time of writing, further information regarding the Bill is awaited. Further to this, the national picture suggests a shortage of Social Workers, with an acute problem in the North East. With this in mind, the panel felt it important that this topic be added to the work programme and investigated with pace.

## **SETTING THE SCENE**

8. In order to ascertain the Local Authority's current position regarding the recruitment and retention of Adult Social Care staff, and to explore these issues further, the Adult Social Care and Services Scrutiny Panel met on 10 November 2021.
9. In addition to receiving information at the above meeting, the panel members also received a briefing note / background paper.
10. The panel was provided with information / evidence from Erik Scollay, Director of Adult Social Care and Health Integration for Middlesbrough Council. Information was also obtained from Human Resources for the purpose of understanding salary related information; research was undertaken using third-party sources.
11. The panel wishes to convey its appreciation to all of the Adult Social Care teams for their hard work, dedication and accomplishments over the course of the pandemic.
12. The information provided to the panel has been considered in respect of the terms of reference, presented as follows:

### **TERM OF REFERENCE A:**

#### **To understand the role of Social Workers and Social Care Workers and the routes into the profession**

13. According to Skills for Care (2021a): "Social Worker jobs have generally been retained by Local Authorities during a period where many other jobs have been outsourced to the independent sector".
14. The panel was advised that Adult Social Care is a large directorate within Middlesbrough Council that is made up of a significant number of staff members undertaking a broad range of roles.
15. Social Care Workers operate in a range of different environments to provide advice, guidance and support to help people with their physical, emotional and social needs. With experience, Social Care Workers could progress towards qualifying as a Social Worker.

16. Social Workers provide support to individuals and their families by working with them to find solutions to their problems and improve outcomes in their lives. Through developing and maintaining professional relationships they ensure that vulnerable individuals are safeguarded from abuse or harm, or supported to live independently by guiding them through the difficulties that they are experiencing. Social Workers work in a variety of different settings and client groups, using legislative frameworks to act, guide and advocate accordingly. It can be a challenging role, though one that can provide high levels of personal reward and satisfaction. (NHS, 2021; Prospects, 2021).
17. The panel learnt that, in terms of age, experience and training, the suitability to train in social work is very much dependent upon the individual concerned. Key attributes include an ability to reflect, listen and empathise; to show resilience, solve problems and motivate individuals. Life experience is a positive addition, but not always necessary as there have been many examples of younger individuals demonstrating great wisdom and professionalism. It was felt that anyone could bring something to the profession.
18. Members heard that all Social Workers must be registered with Social Care England in order to practise. To gain full registration status, an approved degree or postgraduate degree programme in Social Work needs to be completed, which is similar to other professions such as Nursing and Occupational Therapy. Various diploma routes had been available previously, though these are no longer offered. Full-time degree courses take three or four years to complete and therefore training is expensive. The panel highlights that because funding for training is limited, the Adult Social Care department supports staff by providing flexibility to facilitate learning around working hours, whilst also creating placement opportunities to complement their studies. Prospective candidates already holding degrees are able to undertake 'conversion' opportunities, such as postgraduate qualifications, the 'Step up to Social Work' programme, and the 'Think Ahead' programme. In terms of student placements, the panel notes that the Local Authority does work with educational institutions, including Teesside University, to provide these, but understands it is important to gain balance between student availability and organisational resource.
19. The panel heard that following completion of an approved degree programme, trainee Social Workers are required to complete the Assessed and Supported Year in Employment (ASYE) programme. This is an employer led induction programme that provides support and assessment to Newly-Qualified Social Workers (NQSWs) by consolidating learning from their degree, strengthening professional confidence and developing capability (Skills for Care, 2021b and 2021c). Middlesbrough Council has a very well established ASYE programme in place, which provides opportunity for trainees to be supported by a dedicated ASYE Quality Assurance Practitioner, alongside their line manager. Recent feedback from Skills for Care, states:

*"It was evident that Middlesbrough is committed to providing a quality ASYE programme and it was encouraging to hear how the ASYE is embedded within whole organisation workforce strategies."*
20. The panel was informed that a Social Work apprenticeship programme, operated in partnership with Sunderland University, has recently been introduced. At present, there is one individual currently undertaking this programme with Middlesbrough Council, which is hoped will be utilised more in the future.

## TERM OF REFERENCE B:

**To consider the historical position in respect of the Adult Social Care workforce and identify the challenges and difficulties currently encountered in the recruitment and retention of Social Workers and Social Care Workers.**

21. In terms of the national picture, according to Skills for Care (2021a):
- The number of Social Workers employed by Local Authorities in England has increased by an average of 2.1% each year since 2016. However, the total number of jobs in Adult Social Services departments has decreased by 28.4% since 2011 despite increasing since 2017. Therefore, while there has been a marginal increase in the number of Social Worker positions across the sector, reductions in wider staff across the Adult Social Care workforce overwhelmingly negate that increase.
  - The turnover rate for Social Workers in Local Authorities was 13.6% in 2020. This figure has decreased each year from 16.0% in 2016.
  - The vacancy rate for Social Workers in Local Authorities was 7.5% in 2020, equivalent to around 1,300 vacant Social Worker posts. This figure has decreased from 13.0% in 2015.
22. Recent developments associated with Brexit may also contribute to the issues discussed in this report. For example: post-Brexit immigration rules were introduced in January 2021. As at 28 October 2021 (GOV.UK website page updated 6 April 2021), 'Social Worker' is a listed occupation that provides eligibility for a Skilled Worker visa and is listed on the 'shortage occupations for healthcare and education' list. Under the rules, Social Workers are still able to immigrate to the UK under the new rules providing they have a job offer and can speak English to the required standard (Skills for Care, 2021a).
23. Locally, the panel understands that Middlesbrough Council's Adult Social Care's 'fieldwork' teams are predominantly comprised of Social Workers and Social Care Workers. These teams undertake assessments of client need; develop and implement care packages and undertake care management. These are the 'traditional' social work teams and are vital to the running of Adult Social Care.
24. The Council's 'fieldwork' resources are spread across a range of teams focusing on specific areas of the Council's statutory roles. These are:
- Affective Disorder Team;
  - Deprivation Of Liberty Safeguards (DoLS) Team;
  - East Locality Care Management Team;
  - Forensic Social Work Team;
  - Hospital Team;
  - Learning Disability / Transitions Team;
  - Psychosis Team Community Mental Health – Older People;
  - Safeguarding / Access Team; and
  - West Locality Care Management Team.
25. Members were informed that the teams vary in size but are consistently made up of a team manager; in some cases an assistant team manager; one or more Principal Practitioners; a number of Social Workers and a number of Social Care Workers. In some of the teams there are some other 'fieldwork' job titles, but they are broadly equivalent to the titles above. In total there are 146 individuals employed across these roles in the teams listed above.

26. The panel notes that, for a number of years, Adult Social Care was particularly fortunate in that its workforce had been well established and remained very stable. However, with a substantial number of staff now either at retirement or approaching retirement age, with some taking early retirement, there has been increased turnover in recent years.
27. Of the 146 posts within the department's 'fieldwork' teams there are currently 29 vacancies, which equates to 20% of the overall staff complement. The vacancies are made up of:
- Assistant Manager – 1;
  - Principal Practitioners – 7;
  - Safeguarding Officer – 1;
  - Social Workers – 16; and
  - Social Care Workers – 3; and
  - Team Managers – 1.
28. This is an unprecedented level of vacancies for Adult Social Care at Middlesbrough Council and it is currently a deteriorating picture. Current vacancies run across all levels of experience, however, as can be seen, Social Workers comprise the majority of current vacancies.
29. Over several months, attempts have been made to recruit Social Workers with both internal and external (via North East Jobs) advertising taking place. However, there have been very low levels of interest and the department has been unable to recruit to its vacant positions. Potential reasons for this include:
- Shortage of Qualified Social Workers: Both nationally and across the North East region (in particular) there is a shortage of Qualified Social Workers choosing to enter the profession. Other Local Authorities are facing similar challenges when recruiting and the Adult Social Care sector is becoming increasingly competitive. Appendix 1 provides a comparative snapshot of the current (as at 24 November 2021) Social Worker vacancies being advertised within Local Authorities' Adult Social Care teams across the North East.
  - Salaries for Social Workers: Whilst some enquiries have been received, potential applicants have either not applied or have been offered positions in Middlesbrough but chosen to accept posts in neighbouring Local Authorities, where pay scales are more competitive. This has been particularly evident when attempting to recruit to Social Worker posts, which would have traditionally attracted newly qualified staff. For example: it is established that the other Tees Valley Local Authorities all pay a higher starting salary to NQSWs, with one neighbouring Local Authority offering a starting salary approximately £3,000.00 higher than Middlesbrough. While initial salary discrepancies equalise over time, this does represent a significant obstacle for recruitment in Middlesbrough. The panel appreciates that it is difficult to establish salary comparisons across neighbouring and North East Local Authorities, given increasing competition in the recruitment of Social Workers, with some Local Authorities reluctant to share information about remuneration packages that they provide. However, in general terms, according to Skills for Care (2021a): "The average full-time equivalent salary for a Local Authority Social Worker was around £37,100 in 2020. This was similar to occupational therapists (£36,700) and allied health professionals (£38,800)".

30. The panel understands that when a NQSW completes their mandatory degree programme, this needs to be followed by an ASYE (which aims to develop their knowledge, skills and professional confidence). As outlined above, competition for Qualified Social Workers is particularly strong. Following recent recruitment attempts, resulting in either very few applicants or no applicants, it had been easier to recruit ASYE Social Workers (i.e. those at the beginning of their career). Although increased time and investment from supervisors is required during this probationary year, recruitment to those positions has been fully supported. However, during recent months, even recruitment to ASYE positions has become increasingly difficult, which only compounds this issue for the service area.
31. With regards to agency staff, the panel was informed that due to a traditionally well-established workforce, Adult Social Care has not routinely employed agency Social Workers. However, the panel also understands there is a lack of available experienced agency Social Workers. As such, recent agency recruitment drives to meet acute pressures in hospital settings over the winter period were unsuccessful. At certain points over the last 12 months, as a consequence of COVID-19, a small managed team of agency workers has been employed to assist with a backlog of some cases, which has proven to be both effective and efficient. There is potential that this approach could be repeated, although this practice would need to be minimised wherever possible as long-term employment of agency staff tends not to be as cost effective as employing Council staff.
32. It was indicated to the panel that, over recent months, a number of staff have chosen to leave the department / profession. The following table identifies potential reasons for this:

<b>Reasons for Staff Retention</b>	<b>Reasons for Staff Departure</b>
Training opportunities and on-going support and learning opportunities – e.g. AYSE Quality Assurance Practitioner support; professional development; and regular supervision.	Salary scale gradings elsewhere / agency work / career progression.
Personal satisfaction and fulfilment; a rewarding career helping others. It is likely that prospective Social Workers will be drawn to Social Work for the same reasons as their predecessors were, e.g. to support and help make a difference to peoples' lives.	Retirement (see paragraph 26).
Wide range of employee benefits, including: transport initiatives; concession rates for sports and leisure membership; health and wellbeing support and access to occupational health services; and loan / credit union savings schemes.  Staff receive automatic enrolment into the generous Local Government Pension Scheme, with the opportunity to	Increasingly Complex Work  Recently, the department's work has become increasingly complex, working with clients who are experiencing issues such as Domestic Violence, Substance Misuse, Homelessness or Trauma.  Taking into consideration this rising complexity with the number of vacant posts, increased pressure and absence

make Additional Voluntary Contributions (AVCs) should they wish.	is currently being experienced within 'fieldwork' teams.
Generous annual leave allowance and flexible working; opportunity for blended working.	The Impact of COVID-19 (see Term of Reference C).

**TERM OF REFERENCE C:**

**To establish the impact of COVID-19 and other wider issues on Social Workers and Social Care Workers.**

33. The panel understands that the issues surrounding the recruitment and retention of Social Workers and Social Care Workers were becoming more apparent prior to the pandemic, but suddenly became much more acute during this period.
34. The panel recognises that the Council's Adult Social Care teams have been at the forefront of the response to COVID-19 and, as a consequence, are professionally and personally fatigued. Staff have been required to not only work in new and flexible ways with constantly changing guidance, but also to work from home. Social Workers by nature learn and / or teach by osmosis and de-stress by sitting amongst colleagues. As such, the requirement to work from home has severely limited / prevented this. Although recent changes to contracts have provided for blended working, this may not always prove effective for Social Workers. The pandemic has been an acutely difficult period for Social Workers, enhanced further by staff being required to perform their duties (e.g. undertaking visits) at risk to their own health. Whilst additional support and training to promote staff safety, resilience and wellbeing has been provided, the impact of COVID-19 cannot be overstated. The panel acknowledges and appreciates that throughout the pandemic, staff have performed above and beyond their requirements.
35. The panel heard that, as was predicted following the lockdowns and restrictions of the last year, emerging from the early acute stage of the pandemic has resulted in staff confronting a rising referral rate. This has been compounded by the identified recruitment and retention challenges.
36. Over the past year, staff morale and workloads have been monitored closely; work will be undertaken to help secure staff recruitment and retention and the department's ability to continue to improve practice and meet statutory guidelines. It is essential that a whole system approach is taken when looking at staffing across the department, as staff shortages in one area impact upon the flow of work within other areas. The panel heard of the evolving expectations around supporting vulnerable individuals and work taking place around the department's Access, Safeguarding, Forensic, Learning Disability, Transitions, Older Persons' Mental Health and Locality Teams.
37. There are a number of factors that make social work a more complicated profession than it may have been in previous years. For example, the accumulation of recommendations from safeguarding adults reviews means work is being undertaken with a larger cohort of higher risk individuals, which can be stressful for the staff involved. The panel recognises that the profession is becoming increasingly challenging and there is no single answer to addressing the recruitment and retention issues that have been raised. However, this is a national matter and not one confined solely to Middlesbrough.



38. A further additional pressure relates to the position of other partner agencies that the Council works with. For example, in relation to statutory services, the panel understands that staffing and recruitment pressures are currently being experienced by Cleveland Police and the NHS. In relation to non-statutory providers, some organisations have greater flexibility around the cessation of certain lines of activity, which can reduce the availability of the services required by the Council's clients.

#### **TERM OF REFERENCE D:**

##### **To examine potential solutions and effective interventions that will address recruitment and retention problems.**

39. The panel is of the view that a number of elements require consideration in developing a response to the identified recruitment and retention issues. It is unlikely that a single measure will resolve the challenge on its own; rather a combination of measures will need to be explored.

##### Remuneration

40. The panel has considered the potential for increasing the current starting salary for NQSWs in order to bring it in line with other Local Authorities. However, it is understood that this would prove extremely complex from a Human Resources perspective owing to the Single Status Agreement and the relationship between different job roles, such as Occupational Therapy, that have been evaluated as drawing equivalent salaries. Therefore, this may not be a practical solution.
41. In order to succeed in an increasingly competitive local market, consideration could be given to offering a financial incentive (i.e. "Golden Hello / Handshake") to attract Social Workers. For example: a one off on-boarding recruitment payment to newly qualified and experienced Social Workers joining Middlesbrough's Adult Social Care could be offered, which would be paid upon completion of a probationary period. However, the panel is mindful that existing staff would not be eligible for this payment.
42. 'Recruitment and Retention Payments' recognise the need to pay a market supplement for staff groups where there is an established shortage, and recruitment attempts have been unsuccessful. In order to reward and retain the existing workforce in line with this policy, relevant staff would be asked to sign-up to a retention agreement for a specified period of time. In return, staff would receive a percentage of their annual salary at the beginning of the period.
43. The panel feels that, whilst it is important, remuneration is only one element of recruitment and retention: career development and opportunities for staff are also key.

##### Departmental Structure and Career Progression

44. Following the information provided under Term of Reference B, the panel feels that now would be an appropriate time to revisit some of the current departmental structure.
45. With regards to the terminology around Social Worker positions, the panel supports the view that the term 'unqualified' can be unfair because there are individuals who have acquired other qualifications and significant experience and, although not qualified in social work, have supported the department for many years.

46. It was indicated to the panel that, going forward, even if recruitment were to increase, given the national shortage of Social Workers it is likely that the department will have to operate with fewer numbers of them. One possible response to this would be to recruit a larger number of Social Care Workers and restructure the teams to create more sub-teams within the existing teams' structures. A Social Worker could potentially supervise a small group of Social Care Workers who would undertake an extended range of tasks. This would require a review and restructuring of the department and would require Job Evaluating Social Care Workers, as well as giving consideration to supporting Social Workers' training and developing and linking job grades to offer clear career progression.
47. The panel understands that, in terms of support for Social Workers from Occupational Therapists, Middlesbrough's Occupational Therapy team comprises Occupational Therapists and Occupational Therapy Assistants. Occupational Therapy Assistants are remunerated broadly similar to Social Care Workers, although the roles do differ. On the other hand, there is a large overlap in the skill set of Occupational Therapists and Social Workers. Consideration is currently being given as to whether Occupational Therapists could potentially fulfil some of the roles that Social Workers undertake, in order to help alleviate some of the recruitment pressures currently being faced. However, the panel is mindful that consideration does need to be given to the impact of any changes on the substantial roles that Occupational Therapists carry out, and how employment terms and conditions may change as a result.

#### Social Work Apprenticeship

48. As noted previously (paragraph 20), the Council has recently launched a Social Work Apprenticeship scheme in partnership with Sunderland University. The scheme enables 'unqualified' Social Care staff to obtain a Social Work Degree, over a period of three years. During this time, they are able to continue in their substantive post. Whilst the department is hoping to expand the Social Work Apprenticeship, this is not a quick fix and other solutions will need to be pursued in order to meet the staffing requirements of the service in the interim period.

#### Agency Staff

49. As noted previously (paragraph 31), a repeat of a managed social work team solution is currently being explored to provide a short-term response to the current recruitment difficulties. However, this is a more expensive solution and would therefore be minimised.

#### Partnership Working

50. The panel feels that partnership working is crucial in addressing some of the issues being raised. There is scope for further work between partners in order to both advertise and promote the excellent work that staff in Adult Social Care carry-out, and highlight the various benefits that working for Middlesbrough Council brings. Members are also hopeful that the impending Health and Social Care Bill will provide a positive starting point for wider partnership working opportunities.

## CONCLUSIONS

51. The Scrutiny Panel reached the following conclusions in respect of its investigation:
52. This is a complex issue that is facing Local Authorities nationally, although there is an acute shortage of Social Workers within the North East. Through a multitude of varying factors, including an ageing workforce, COVID-19 and increasing challenges to the profession, issues regarding recruitment and retention have come to the forefront. Unfortunately, it appears there is no 'quick fix' solution to addressing those issues that have been raised.
53. Remuneration packages are not the only concern in addressing recruitment and retention issues; training opportunities and career progression are as equally important.
54. In order to meet the challenges as described in this report, changes may be required to the current structure of the Adult Social Care department.
55. Partnership and collaborative working is crucial in addressing some of the issues raised.

## RECOMMENDATIONS

56. It became apparent during the investigation that there is no one direct solution to addressing the recruitment and retention issues raised in this report. This is a national issue and one that will not be easily resolved. However, as a result of the information received, and based on the conclusions above, the panel's recommendations for consideration are as follows:
  1. That further work regarding the introduction of a one off financial incentive payment (termed "Golden Hello") be undertaken with Human Resources, and a further report be submitted to the Leadership Management Team. Consideration to be given to the payment amount; terms and conditions; and the potential impact upon existing staff. Work to be completed by Spring/Summer 2022.
  2. That exploratory work regarding the introduction of a Recruitment and Retention payment continue to be undertaken with Human Resources. Introduction of this payment would need to be in alignment with the Council's existing policies and other similar structures within the authority (e.g. Children's Services). Work to be completed by mid-2022.
  3. That further consideration be given to the restructuring of Adult Social Care; examining the roles of Social Workers and Occupational Therapists as part of this. Exploratory work to be undertaken with regards to roles; impact on existing staff and terms and conditions; salary column grading; and clear routes for career progression. Update to be provided to the panel by Autumn/Winter 2022.
  4. That consideration be given to undertaking activities which raise awareness of and promote the role of social work within Middlesbrough Council. Specific work could be carried-out with Teesside University to encourage students to remain in Middlesbrough and apply for roles at the Council following completion of their degree programmes. Online events could also be offered to provide information and Frequently Asked Questions opportunities with current Social Workers. Update to be provided to the panel by Autumn/Winter 2022.

5. That, in order to both promote the good work of Adult Social Care and the benefits of working for Middlesbrough Council, publicity be placed in as many news and media outlets as possible, e.g. 'Love Middlesbrough' magazine and the Council's social media platforms. Initial work to be completed by Spring 2022, however, this should be an on-going orchestrated campaign involving the Council's media team.
6. That, in order to raise awareness of the roles of Social Workers and Social Care Workers, an online learning module be created and implemented on Middlesbrough Learns for all Elected Members and Council staff. This could provide a route into a potential 'refer a friend' scheme. Work to be completed by Autumn/Winter 2022.

## ACKNOWLEDGEMENTS

57. The Adult Social Care and Services Scrutiny Panel would like to thank Erik Scollay, Director of Adult Social Care and Health Integration, and representatives of Human Resources for their assistance with this work.

## ACRONYMS

58. A-Z listing of acronyms used in the report:
  - ASC – Adult Social Care;
  - ASYE – Assessed and Supported Year in Employment;
  - DoLS – Deprivation of Liberty Safeguards; and
  - NQSW – Newly-Qualified Social Worker.

## BACKGROUND PAPERS

59. The following sources were consulted, or referred to, in preparing this report:
  - Minutes of the Adult Social Care and Services Scrutiny Panel meeting held on 10 November 2021; and informal briefing paper provided to Members.
  - Middlesbrough Council, 2021, '*Strategic Plan 2021-2024*', Middlesbrough, UK.
  - NHS, 2021, '*Social Worker*', [www.healthcareers.nhs.uk/explore-roles/wider-healthcare-team/roles-wider-healthcare-team/clinical-support-staff/social-worker](http://www.healthcareers.nhs.uk/explore-roles/wider-healthcare-team/roles-wider-healthcare-team/clinical-support-staff/social-worker) - accessed 17 November 2021.
  - Prospects, 2021, '*Job Profile: Social Worker*', <https://www.prospects.ac.uk/job-profiles/social-worker> - accessed 17 November 2021.
  - Skills for Care, 2021a, '*Headline Social Worker Statistics: Adult Social Care Workforce Dataset (ASC-WDS)*', [www.Skills\\_for\\_Care.org.uk](http://www.Skills_for_Care.org.uk) - accessed 27 October 2021.

- Skills for Care, 2021b, 'Overview of the ASYE', <https://www.skillsforcare.org.uk/Learning-development/social-work/asye-child-family/Overview-of-the-ASYE.aspx> - accessed 17 November 2021.
- Skills for Care, 2021c, 'The ASYE for Adult Services', <https://www.skillsforcare.org.uk/Learning-development/social-work/asye-adults/The-Assessed-and-Supported-Year-in-Employment-Adults.aspx> - accessed 17 November 2021.

**COUNCILLOR JIM PLATT  
CHAIR OF THE ADULT SOCIAL CARE AND SERVICES SCRUTINY PANEL –  
2021/2022**

**MEMBERSHIP**

The Membership of the Scrutiny Panel for 2021/2022 is as follows:

Councillors J Platt (Chair), G Wilson (Vice-Chair), D Coupe, D Davison, T Higgins (part year), D Jones, G Purvis, D Rooney, Z Uddin (part year) and J Walker.

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Appendix 1 – Recruitment Advert Comparison Table (Jobs North East - 24 November 2021)

Authority	Position	Salary	Benefits
Darlington	SOCIAL WORKER (POST-ASYE)	Full time equivalent salary (pro-rata for part-time hours) - Band 9 (£28,672 - £31,346) / Band 10 (£32,234 - £34,728 per annum) / Band 11 (£35,745 - £38,890 per annum)	<p><i>“As an Adults social worker in Darlington, you can expect to be fully supported on your development journey by robust caseload management, regular supervision and appraisal, outstanding training and development opportunities, an excellent total reward package including competitive salary, 31 days annual leave and a wide range of employee benefits promoting wellbeing. Our recently enhanced career and pay progression scheme offers a clear growth and development pathway accompanied by competitive pay at each progression level, which reflects the increased complexity of the role and the experience required from our social workers.</i></p> <p><i>Our employee offer includes:</i></p> <ul style="list-style-type: none"> <li>• 31 days Annual Leave plus Bank Holidays, with option to purchase additional Annual Leave (pro-rata for part time working)</li> <li>• Access to the Local Government Pension Scheme with option to make Additional Voluntary Contributions</li> <li>• Flexi-time scheme</li> <li>• Enhanced Maternity/Paternity and Adoption Leave payments</li> <li>• Green Car Leasing Scheme</li> <li>• Access to a wide range of training, learning and development</li> <li>• Access to free physiotherapy sessions</li> <li>• Access to free, confidential counselling</li> <li>• First class health and wellbeing initiatives</li> <li>• Cycle to Work Scheme in partnership with Halfords</li> <li>• Reduced cost membership for the Dolphin Centre’s Fit for Life Package</li> <li>• Season ticket car parking permits or subsidised Town Centre parking permits subject to criteria</li> <li>• Discounted Arriva Travel Pass</li> <li>• Access to Childcare Vouchers scheme subject to criteria.”</li> </ul>
Gateshead	SOCIAL WORKER (AMHP)	£37,890 - £40,876	<p><i>“We have excellent legal support in Gateshead council and provide AMHP refresher training and an opportunity to meet with regional AMHPs.</i></p>

			<i>Gateshead also has a dedicated AMHP forum and individual supervision is provided. Gateshead is committed to ongoing training and development and quality improvement. ”</i>
Gateshead	ADULT SOCIAL CARE – SOCIAL WORKER	Grade I/J- (£32,234 - £37,890)	<i>‘Opportunities for continuous professional development and relevant training.’</i>
Middlesbrough	SOCIAL WORKER	£27,041 - £33,782 pro rata  30 hrs week / 12 months	<i>“Middlesbrough Council is an exciting and rewarding place to work. We have strong Council Values that underpin every aspect of the council and the services we provide. New staff joining Middlesbrough can expect a welcome induction from the Chief Executive as well as a full induction programme within the team.  Middlesbrough Council offer superb training and development opportunities via our online training portal and through our workforce development lead. For ASYE social workers we provide a high level of support to staff with experienced social workers providing regular and tailored guidance and input with regular staff catch ups and development sessions. As a service we are also committed to supporting our staff and providing a healthy work culture. Staff have access to regular supervisions as well as other staff support forums.  We will support you by providing regular supervision and access to training.”</i>
Newcastle	SOCIAL WORKER	£33,782 - £37,890 per annum	None identified.
Northumberland	ADULTS SOCIAL WORKER	£32,910-£36,922	<i>“We have some outstanding benefits to offer you, including:</i>
Northumberland	CONSULTANT SOCIAL WORKER	£37,890-41,881 (Pro Rota) – 14.8 hrs per week	<ul style="list-style-type: none"> <li><i>• 25 days annual leave plus public and bank holidays (rising to 30 after 5 years of service)(pro-rata for part-time employees)</i></li> <li><i>• Automatic enrolment into the Local Government Pension Scheme</i></li> <li><i>• Flexi scheme applicable to majority of roles</i></li> <li><i>• Local government discount schemes available to all employees with offers at local businesses along with various national brands</i></li> <li><i>• A commitment to work-life balance offering flexibility through various schemes including job sharing, home working, flexible working, part-year working, and compressed hours</i></li> <li><i>• Car Leasing Scheme.”</i></li> </ul>

<p>Northumberland</p>	<p>CARE MANAGER 3/ SOCIAL WORKER (AMHP).</p>	<p>£37,890-£41,881</p>	<p><i>“With excellent training and great benefits, Northumberland County Council is the ideal place to progress your career. At Northumberland, we support our AMHPs to ensure they have the resources and environment they need to make a real difference.</i></p> <p><i>To support you in your AMHP role you will receive:</i></p> <ul style="list-style-type: none"> <li><i>• 1 to 1 supervision</i></li> <li><i>• Access to NCC AMHP Forums, for peer group discussion &amp; intervention</i></li> <li><i>• An AMHP mentor to provide additional support in your first year of employment</i></li> <li><i>• 18 hours (3 days) of AMHP approval training in each year</i></li> <li><i>• A structured induction service</i></li> <li><i>• Access to our Mental Health Social Worker/Lead AMHP to support and develop your social work practice</i></li> <li><i>• Access to protected time each year to work on your professional portfolio (Social Work England registration)</i></li> <li><i>• Opportunity to be involved in the practice education of social workers and AMHPs undertaking professional training</i></li> <li><i>• Access to NCC training programmes.”</i></li> </ul>
<p>North Tyneside</p>	<p>SOCIAL WORKERS</p> <p>Posts available as follows:</p> <p>2 x Social Worker - 37 hours per week - permanent - Grade 9 Community Learning Disability Team part of the Whole Life Disability Service</p>	<p>£27,741 - £35,745 pa</p>	<p><i>“Successful applicants will receive a planned induction, regular supervision, will benefit from good peer support, will have opportunities to develop a good work/life balance through the use of the flexi system, and will have access to an excellent range of in house and bespoke training in addition to joint training with health colleagues.</i></p> <p><i>Newly qualified staff will undergo the ASYE programme and have access to a range of learning and training opportunities to enhance their professional development and career opportunities. Regular input is provided for Continued Professional Development throughout your career with our Teams.</i></p>



	<p>1 x Social Worker Gateway - 37 hours per week - permanent - Grade 8/9</p> <p>1 x Social Worker Gateway - 37 hours per week - fixed term - Grade 8/9</p> <p>1 x Social Worker Grade - 18.5 hours per week - permanent - Grade 8/9 Community Well Being Team Coastal and Central</p> <p>1 x Social Worker Grade - 18.5 hours per week - permanent - Grade 8/9 Community Well Being Team North West.</p> <p>You will be appointed to Grade 8 or 9 depending on your qualifications and experience. Grade 8 - £27,741 - £31,346 pa Grade 9 - £32,234 - £35,745 pa</p>		<p><i>As an employee of North Tyneside Council you will feel valued from the moment you join us. We have a comprehensive induction process to ensure you are supported in your role from day one and our experienced and approachable management team will support you to achieve your professional goals.</i></p> <p><i>In return for your valuable contribution you will have access to our excellent benefits package:</i></p> <ul style="list-style-type: none"> <li>• <i>Membership of the Local Government Pension Scheme (for contracts of 3 months or more)</i></li> <li>• <i>A supportive Occupational Sick Pay scheme</i></li> <li>• <i>A generous annual leave allowance, which increases with service, plus bank holidays</i></li> <li>• <i>Annual pay increments up to the top of the salary grade for Grades 2-11 (ONLY FOR GREEN BOOK ROLES)</i></li> <li>• <i>A range of flexible working and leave options, including part-time working, to support work/life balance (subject to business requirements)</i></li> <li>• <i>Access to Occupational Health services including physiotherapy and counselling</i></li> <li>• <i>Our Employee Assistance Programme which includes a telephone helpline and extensive online resources for support and advice</i></li> <li>• <i>Extensive training and development opportunities including access to our Learning Pool online platform</i></li> <li>• <i>Supported career progression</i></li> <li>• <i>Discounted membership of our Leisure Centres including 5 gyms; 4 pools; 2 spas and over 250 classes every week</i></li> <li>• <i>The 'Benefits Plus' Scheme enabling salary sacrifice for Car Leasing; Cycle to Work Scheme; additional annual leave, public transport season tickets, and professional subscriptions</i></li> <li>• <i>Credit Union Savings Scheme</i></li> </ul> <p><i>Attractive ASYE programme and commitment to increased supervision and reduced caseload in first year."</i></p>
North Tyneside	PRINCIPAL SOCIAL WORKER (ADULTS)	£47,672 pa	<p><i>"We have a well-established programme of CPD support and you'll be given free access to range of online and face to face resources to help you evidence and develop your ongoing skills and practice; this is underpinned by a strong ethos of succession planning to support practitioners with career progression."</i></p>

Redcar & Cleveland	SOCIAL WORKER (HOSPITAL TEAM)	£27,741 - £35,745 per annum based on experience	<p><i>“Benefits:</i></p> <ul style="list-style-type: none"> <li><i>• We provide regular professional supervision and implement a work load management system.</i></li> <li><i>• We have a robust training unit, which includes opportunities for structured career progression.</i></li> <li><i>• You will receive a generous annual leave entitlement of up to 33 days.</i></li> </ul> <p><i>The council is an accredited Investors in People employer at gold level and holds ambassador status for the North East Better Health at Work Award.</i></p> <p><i>We offer very attractive terms and conditions of employment. including generous annual leave entitlement, flexible working hours (where appropriate), membership of the Local Government Pension Scheme and access to numerous other salary sacrifice schemes and staff benefits/discounts, including a lease car scheme.”</i></p>
South Tyneside	EXPERIENCED MENTAL HEALTH SOCIAL WORKER (NEIGHBOURHOOD TEAM)	£32,910 - £37,890 (Bar at £33,782 & £35,745 pa)	None identified
South Tyneside	EXPERIENCED SOCIAL WORKER WITH A 6-MONTH SECONDMENT INTO THE ROLE OF ADVANCED PRACTITIONER (NEIGHBOURHOOD TEAM)	Experienced Social Worker Salary: £33,782 to £37,890 pa Career Grade (bar at £33,782 & £35,745) Advanced Practitioner Salary: £40,876 pa	<i>“We will offer you a permanent Social Worker role, which includes a 6-month secondment into an Advanced Practitioner role and the opportunity to develop your PQ qualifications to enable you to apply for a permanent Advanced Practitioner role.”</i>
South Tyneside	SOCIAL WORKER	£30,451 to £37,890 pa Career Grade (Bar at £32,234 & £33,782 & £35,745)	<i>“We remain fully committed to supporting our staff to grow and develop, and we will provide you with the opportunity to use your skills and learn new ones. Through the development of our new Values and Behaviour Framework we will fully support staff to become Curious, Accountable, Responsive and Empowered (CARE).”</i>

South Tyneside	EXPERIENCED SOCIAL WORKER(S) (ALL TEAMS – NEIGHBOURHOOD; HOSPITAL DISCHARGE; LEARNING DISABILITY)	Career Grade - £32,910 to £37,890 (Bar at £33,782 & £35,745 pa)	
Stockton	HOSPITAL SOCIAL WORKER	£27,741-£39,880	<i>"We offer an excellent total reward package including a competitive salary, generous Pension Scheme and annual leave entitlement as well as access to a number of additional employee benefits and a wide range of learning and development opportunities."</i>
Stockton	SOCIAL WORKER - ADULT MENTAL HEALTH	£27,741 - £36,922	<i>"We offer continuous professional development, regular supervision and annual appraisal."</i>
Stockton	FIRST CONTACT SOCIAL WORKER	£27,741-£36,922	<i>"We offer a supportive environment and are committed to continuous professional development with regular supervision and annual appraisal."</i>
Stockton	SOCIAL WORKER - ASSESSMENT AND SUPPORT PLANNING	£27,741-£39,880 pro rata  Hours per week: 18.5	<i>"We offer a supportive team environment; we are committed to continuous professional development and offer regular supervision and annual appraisal."  This post has been identified as suitable for flexible working which enables the postholder to work 40% of their working time away from the office."</i>
Stockton	SOCIAL WORKER (FIXED TERM)	£27,741-£39,880	<i>"We offer continuous professional development, regular supervision and annual appraisal."</i>

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**ADULT SOCIAL CARE AND SERVICES SCRUTINY PANEL  
THE RECRUITMENT AND RETENTION OF STAFF WITHIN ADULT SOCIAL CARE - ACTION PLAN**

**8 MARCH 2022**

<b>SCRUTINY RECOMMENDATION</b>	<b>PROPOSED ACTION</b>	<b>POST TITLE</b>	<b>BUDGET COST</b>	<b>TIMESCALE</b>
1. That further work regarding the introduction of a one off financial incentive payment (termed "Golden Hello") be undertaken with Human Resources, and a further report be submitted to the Leadership Management Team. Consideration to be given to the payment amount; terms and conditions; and the potential impact upon existing staff. Work to be completed by Spring/Summer 2022.	A report for the Leadership Management Team (LMT) will be developed proposing that recruitment and retention payments are implemented for staff groups where it is identified that the criteria within the Council policy are met.	Director of Adult Social Care and Health Integration	tbc	End of March 2022
2. That exploratory work regarding the introduction of a Recruitment and Retention payment continue to be undertaken with Human Resources. Introduction of this payment would need to be in alignment with the Council's existing policies and other similar structures within the authority (e.g. Children's Services). Work to be completed by mid-2022.	The activity required to deliver this recommendation will be undertaken as part of the response to recommendation 1.	N/A	N/A	N/A
3. That further consideration be given to the restructuring of Adult Social Care; examining the roles of Social Workers and Occupational Therapists as part of	The scale of the need for restructuring of staff roles within Adult Social Care will be determined by the effectiveness of the recruitment and retention	Director of Adult Social Care and Health Integration	tbc	End of December 2022

<p>this. Exploratory work to be undertaken with regards to roles; impact on existing staff and terms and conditions; salary column grading; and clear routes for career progression. Update to be provided to the panel by Autumn/Winter 2022.</p>	<p>payments and will be considered as part of the Health and Social Care Reform Board Work preparing for implementation of the People at the Heart of Care White Paper.</p>			
<p>4. That consideration be given to undertaking activities which raise awareness of and promote the role of social work within Middlesbrough Council. Specific work could be carried-out with Teesside University to encourage students to remain in Middlesbrough and apply for roles at the Council following completion of their degree programmes. Online events could also be offered to provide information and Frequently Asked Questions opportunities with current Social Workers. Update to be provided to the panel by Autumn/Winter 2022.</p>	<p>A programme of awareness raising activities will be developed to highlight the work of Adult Social Care and raise awareness - this will include:</p> <ul style="list-style-type: none"> <li>a. General awareness raising.</li> <li>b. Activities focussed on attracting potential staff members and retaining students</li> <li>c. Increased profile on media platforms to facilitate the above.</li> </ul> <p>This will be an on-going programme.</p>	<p>Director of Adult Social Care and Health Integration</p>	<p>tbc</p>	<p>End of August 2022</p>
<p>5. That, in order to both promote the good work of Adult Social Care and the benefits of working for Middlesbrough Council, publicity be placed in as many news and media outlets as possible, e.g. 'Love Middlesbrough' magazine and the Council's social media platforms. Initial work to be completed by Spring 2022, however, this should be an on-</p>	<p>The activity required to deliver this recommendation will be undertaken as part of the response to recommendation 4.</p>	<p>N/A</p>	<p>N/A</p>	<p>N/A</p>

going orchestrated campaign involving the Council's media team.				
6. That, in order to raise awareness of the roles of Social Workers and Social Care Workers, an online learning module be created and implemented on Middlesbrough Learns for all Elected Members and Council staff. This could provide a route into a potential 'refer a friend' scheme. Work to be completed by Autumn/Winter 2022.	Online learning module, highlighting roles within Adult Social Care to be developed.	Director of Adult Social Care and Health Integration	None identified	End December 2022

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## **Draft Terms of Reference- Prevention Services in Adult social care**

1. To examine the preventative work being undertaken by the local authority to promote wellbeing, intervene early and prevent, mitigate or delay the need for costly interventions.
2. In respect of adult social care (and public health where services overlap):
  - a) To identify the prevention services, facilities and resources already available in Middlesbrough.
  - b) To consider how the local authority promotes the range and quality of prevention services, for example Age Friendly Middlesbrough and Dementia Friendly Middlesbrough.
  - c) To identify gaps in current prevention provision and areas for improvement.
  - d) To examine emerging prevention practices, good practice and research.
3. To examine how the Council will deliver the 2024/25 budget savings proposal ASC12- Transformation of Adult Social Care Services and ascertain how this will impact service users as well as its wider impact on finances.

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