



## Committee Report

**Author/Lead Officer of Report: Janet Kerr  
(Assistant Director - Chief Social Work Officer)**

**Report of:** Strategic Director Adult Care and Wellbeing  
**Report to:** Adult Health and Social Care Policy Committee  
**Date of Decision:** 16<sup>th</sup> March 2023  
**Subject:** Sheffield Care Sector Workforce Development Strategy 2023 – 2026 and Workforce Update

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? 1482				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-				
<i>“The (<b>report/appendix</b>) is not for publication because it contains exempt information under Paragraph (<b>insert relevant paragraph number</b>) of Schedule 12A of the Local Government Act 1972 (as amended).”</i>				

### Purpose of Report:

Adult Social Care is made up of a complex system of organisations that provide care and support to a significant proportion of Sheffield’s population. Adult social care across the city faces substantial workforce challenges, including the ongoing effects of the coronavirus pandemic, pay and conditions, an aging workforce and recruitment and retention concerns.

We must develop a long term and ambitious response that commits to improving the lives and conditions of the people who work in Adult Social Care.

It has been developed with providers, and partners. Our new Workforce Development Plan sets out our ambitious vision for the future of Adult social care and explains how we will work towards addressing some of the systemic issues affecting Adult Social Care workforce.

## **Recommendations:**

It is recommended that Adult Health and Social Care Policy Committee:

1. Approves the Adult Social Care Workforce Development Strategy and Plan 2023 – 2026.
2. Notes progress in relation to implementation of the Council Delivery Plan – Valuing Social Care Workforce, Local Government Association Workforce Standards and Practice Quality Standards.
3. Requests that the Director of Adult Health and Social Care refreshes the Workforce Strategy on a bi-annual basis and brings an update to Committee on progress with delivery on a six-monthly basis.

## **Background Papers:**

- Sheffield City Council, Adult Social Care Strategy: Living the life you want to live 2022 – 2030.
- Department for Health and Social Care, Integrating care: Next steps to building strong and effective integrated care systems across England
- Department for Health and Social Care, People at the Heart of Care
- Social Care Leaders, Vision for a future workforce strategy
- NHS Long Term People Plan
- Adult Health and Social Care, Care Governance Strategy and Quality Improvement Framework
- Sheffield Market Shaping – Adult Social Care
- Sheffield Market Sustainability Plan – Adult Social Care
- Care Home recommissioning report
- Home Care transformation – Sheffield Report
- LGA workforce Standards
- Sheffield City Council Delivery Plan

## **Appendixes**

Appendix 1 – Sheffield Care Sector Workforce Development Strategy 2023 – 2026.

Appendix 2 – Sheffield Care Sector Workforce Development Strategy Delivery Plan 2022/23

Appendix 3 – Engagement and Consultation Approach

Appendix 4 – Equalities Impact Assessment

Appendix 5 – Climate Impact Principles

Appendix 6 – Sheffield ASC Marketing Update ‘Be the missing piece’

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Laura Foster
		Legal: Patrick Chisholm
		Equalities & Consultation: Ed Sexton
		Climate: Jessica Rick
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	<b>SLB member who approved submission:</b>	Alexis Chappell
3	<b>Relevant Policy Committee</b>	Councillors George Lindars-Hammond and Angela Argenzio
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	<b>Lead Officer Name:</b> <i>Janet Kerr</i>  <i>John Chamberlain</i>	<b>Job Title:</b> <i>Chief Social Work Officer</i>  <i>Business Change Manager</i>
<b>Date: 21<sup>st</sup> February 2023</b>		

## 1. PROPOSAL

- 1.1 The [Adult Health and Social Care Strategy](#) and accompanying [Delivery Plan](#) set out our vision for 2022 to 2030 - . Called 'Living the life you want to live', it's about how we work together so that the people of Sheffield to live long, healthy and fulfilled lives.
- 1.2 Delivery upon the strategy is underpinned by a new operating model – [our future design](#) approved by Committee in November 2022. An enabler for the Strategy and the future design is that we have a valued, engaged, healthy, and sustainable workforce.
- 1.3 In support of this, the Council Delivery Plan and One Year Plan made a commitment to valuing the social care workforce, recognising that we need parity of esteem and that this is a key aspect of addressing workforce sustainability.
- 1.4 Our priority was to take forward actions that deliver on that promise for our entire care sector workforce in Sheffield. At Committee today is a Care Sector Workforce Strategy, an update against the actions in the Council Delivery Plan, a practice and learning development plan and trajectory to reaching the foundation living age for the care sector.

### 1.5 Adult Care Workforce Development Strategy

- 1.5.1 The health and social care system in Sheffield is facing urgent and long-term pressures. We know that there is a shortage in carers and support workers and that the COVID Pandemic and Brexit have impacted the labour market significantly with skills shortages.
- 1.5.2 To achieve this, we need to have a sustainable and valued social care workforce for the future, given the increasing demand for support as the population grows and ages, and as care moves closer to home, become more integrated, and new models emerge. This will require a coordinated commitment to the workforce, delivered through a workforce strategy.
- 1.5.3 Data from Skills for Care demonstrated that in Sheffield there is 9.2% vacancy rate, this has increased from 7.4% in 2020/21<sup>1</sup>. Nationally, Skills for Care are reporting that 2021/22 will be the first year where there will be less people working in Adult Social Care across England than the previous year, with vacant posts up by 52%<sup>2</sup>.
- 1.5.4 At the same time as the higher level of vacancies, Sheffield has also seen an increase in acuity and complexity of need since the pandemic. With an aging population, there are expected to be more than 13,000 people over 65 by 2030<sup>3</sup>. Locally, we need to anticipate and respond effectively to the changing health and care needs of the population over time.

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<sup>1</sup> [My local area \(skillsforcare.org.uk\)](https://www.skillsforcare.org.uk)

<sup>2</sup> [The state of the adult social care sector and workforce in England \(skillsforcare.org.uk\)](https://www.skillsforcare.org.uk)

<sup>3</sup> <https://www.poppi.org.uk/index.php?pageNo=314&areaID=8384&loc=8384>

- 1.5.5 We need a skilled, valued and engaged workforce to be able to support individuals to achieve their wellbeing outcomes and live the life they want to live.
- 1.5.6 Locally and nationally, the aim is to attract more people to the social care sector and to promote social care as a long-term career choice which will also improve retention. Core priorities for the development of the adult social care workforce includes:
- A well-trained and developed workforce.
  - A healthy and supported workforce.
  - A sustainable and recognised workforce
- 1.5.7 We have taken care to ensure that our Care Sector Workforce Development Strategy aligns well with local and national priorities. We have also used the Local Government Associations 'Vision for a future workforce strategy' to help us to develop our plan. The priorities are:
- Staff are recognised, valued, and rewarded.
  - Invest in training, qualification, and support.
  - Clear career pathways and development opportunities
  - Building and enhancing social justice, equality, diversity, and inclusion in the workforce 2
  - Effective workforce planning
  - Expansion of the workforce in roles which enable prevention and support the growth of innovative models of support.
- 1.5.8 The Care Sector Workforce Development Strategy 2023 – 2026 is a recognition of the significant challenges facing the system and the opportunity for a long term, system wide vision to make the changes necessary to value the Adult Social Care workforce in Sheffield.
- 1.5.9 As an enabler for the Strategy to be implemented, the following arrangements are and will be in place so that there is capacity to fully implement and embed the aims and objectives of the Strategy.
- A workforce board, comprising of representatives from Care Sector, Skills for Care, Health, unions to enable a collaborative approach across the sector.
  - Dedicated service manager with a focus on workforce development, planning and wellbeing. In addition, a dedicated practice development lead with a focus specifically on practice quality and standards. Each will work across both Council and Commissioned Services.
  - A Principal Occupational Therapist to provide professional leadership and support to our occupational therapy, allied health professionals and enablement workforce across both Council and commissioned services.

## 1.6 Progress in Delivering Upon Council Delivery Plan

1.6.1 At Strategy and Resources Committee on 30<sup>th</sup> August 2022, the Council Delivery Plan was approved. Contained within the plan was a dedicated focus on Valuing our Social Care Workforce. Good progress has been made which includes a dedicated Adult Care:

- Marketing Campaign for Sheffield – ‘Be the missing Piece’. More details on the development of and progress within the campaign can be found in *Appendix 6 – Sheffield ASC Marketing Update ‘Be the missing piece’*.
- Social Care Recruitment Fair – this took place on 21<sup>st</sup> February 2023, with around 316 people attending to secure roles in the care sector.
- Social Workers and Occupational Therapists Recruitment Campaign – this will be launched in April to recruit to remaining vacancies following on from the recruitment fair.
- Workforce Wellbeing - both across council and care sector in partnership with trade unions, with a dedicated focus on wellbeing taking place at our forthcoming first ever Social Work conference organised for 21<sup>st</sup> March 2023.
- Workforce Development Strategy – *Appendix 1 – Sheffield Care Sector Workforce Development Strategy 2023 - 2026*
- Cross Sector Workforce Board - to assure plans relating to the Care Sector Workforce Development Strategy are in place and being delivered collaboratively.
- LGA Workforce Standards – using the standards as a basis for establishing a positive working environment for our workforce across both Council and care sector.

1.6.2 The actions identified in the Council Delivery Plan - Valuing Our Social Care Workforce part, are incorporated into the Adult Care Workforce Strategy Delivery Plan, at Appendix 2 of this report, to enable a coordinated approach to delivery upon our workforce ambitions.

## 1.7 LGA Social Work Workforce Standards and Practice Standards and Model Implementation

1.7.1 At Committee in November 2022, a practice development assurance framework was approved, which included an ambition to achieve LGA Social work workforce standards and implement a practice and learning development plan and practice model across Adult Care.

1.7.2 This is important towards ensuring individuals and carers experience positive outcomes and can expect a high standard quality of practice from our Social Workers, Occupational Therapists and Social Care Practitioners.

1.7.3 As a first step towards implementation, the initial focus has been on Social Workers, Occupational Therapists and Social Care Practitioners employed by the Council during 2022 – 2024 and this is noted in the update below.

1.7.4 The [LGA workforce standards](#) are focused on seven standards and a high level progress around each standard is as follows:

- Standard 1: Strong and Clear Social Work Framework - Practice Standards and a practice model have been developed. Next step is to establish a pack of development and promotional materials to enable implementation throughout Adult Care during 2023, led by the Practice Development Service Manager.
- Standard 2: Effective Workforce Planning – Recruitment and retention is our priority to ensure a consistent and stable social work workforce. Progression routes for Social Work, Occupational Therapy and non-Social Work or Occupational Therapy qualified staff are now in place because of recent organisational change to make us an attractive employer and retain staff in the organisation.
- Standard 3: Safe Workloads and Case Allocation – As part of a recent Organisational Change, standard Workloads and Case Allocation have been developed and will be implemented as part of the new operating model agreed today. This and the new operating model put us in an improved position to fully meet the standard. This will be kept under constant review.
- Standard 4: Wellbeing - Workforce wellbeing is a priority for Adult Care. We implemented the 'Being Healthy at Work Plan 2022 – 2024' to support the health and wellbeing of our ASC workforce and a survey is underway to inform further activities which can promote workforce wellbeing during 2023 - 2024.
- Standard 5: Effective and Appropriate Supervision – A new model for reflective supervision is now in place. In addition, we are currently working with the University of Sheffield on a Critically Reflective Supervision model to ensure that we focus on continuous improvement and reflective practice across the service.
- Standard 5: Opportunities for Continuing Professional Development – Apprenticeships at all levels have been introduced, from entry to graduate schemes. In addition, we support staff with training both internally and externally and a standard progression route is now in place for social workers, occupational therapists, and social care practitioners.
- Standard 6: Professional Registration – Staff are supported to register with the appropriate bodies. We have assisted staff whose registration has lapsed to ensure they can operate to the level they are qualified.

- Standard 7: Effective Partnerships – A Workforce Board with membership from across the sector has been established. To demonstrate our commitment to partnership working this is jointly chaired by representatives from Skills for Care and the ICB.
- 1.7.5 Our commitment is delivering fully upon the LGA Workforce Standards by 1<sup>st</sup> April 2024 for our Social Workers, Occupational Therapists and Social Care Practitioners employed by the Council and to do this, the next steps are:
- Embedding of practice leads in each Care Management Service across Adult Future Options, Living and Ageing Well and Mental Health by September 2023, as part of our new operating model implementation, who will lead on implementing the workforce standards, quality assurance, practice development and learning plans in each portfolio.
  - Launching our Social Work Practice Quality Standards, Model of Practice, and a practice learning workbook by June 2023 to enable effective implementation across Adult Care.
  - Launching our Adult Care Practice Learning and Development Plan by June 2023.
  - Launching an Adult Care Workforce Guide which sets out the offer to our council workforce, how to engage and be involved, how the standards are met and how wellbeing is supported.
  - Through the workforce board and recommissioning of services underway, setting out standards that the care sector workforce can expect.
- 1.7.6 During the period 2022 – 2023, Committee endorsed recommissioning of our community-based supports which included homecare, supported living, day activities. In addition, as part of the future design our governance, commissioning and business supports have also developed as they have returned to Adult Care.
- 1.7.7 To this end, the next phase is to focus on implementation across the commissioned sector and our governance, commissioned and business supports using and adapting the principles identified in the standard. It's aimed that this will enable a consistent and coordinated approach and language usage across the sector – all with a focus on improving outcomes and experiences of individuals and carers.
- 1.7.8 The actions and milestones are incorporated into the Adult Care Workforce Strategy Delivery Plan, at Appendix 2 of this report, to enable a coordinated approach to delivery upon our workforce ambitions.



## 1.8 Care Sector Pay Rates and Trajectory Towards Foundation Living Wage

- 1.8.1 A [Market Shaping Statement](#) and a [Market Sustainability Delivery Plan](#) was approved by the Adult Health and Social Care Policy Committee on 21st September 2022 setting out the actions we intend to take to continue to secure a sustainable market in Sheffield, including work related to the Market Sustainability and Fair Cost of Care Grant in 2022/23. An update was also provided on this date in relation to the [Fair Cost of Care Exercise](#).
- 1.8.2 An update to our [Market Sustainability Plan](#) was reported to Committee in February 2023 alongside proposals, with health colleagues, for market oversight, quality standards and delivery upon our Care Act duties.
- 1.8.3 Additional activity will commence to undertake a programme of engagement to cover Social Care Reform and Market Sustainability to ensure the market is prepared and enabled through the change and is able to inform Sheffield's commissioning strategies to meet the needs of adults needing care and support in the City. This includes working with the sector work towards the foundation living wage.
- 1.8.4 Throughout 2023 we will develop further Market Position Statements for Adult Future Options and Mental Health to improve information and planning with providers. These are due for development through Spring and Summer 2023 to enable approval by September 2023. The Living and Ageing Well is presented at Committee today.
- 1.8.5 Securing sufficient care and support provision that meets the needs of our population is a statutory requirement for all Local Authorities. The activity listed above will support our duties as set out in the Care Act 2014, recognising that "high quality, personalised care and support can only be achieved where there is a vibrant, responsive market of services available".
- 1.8.6 We will prioritise our support and development offer to the care sector workforce in Sheffield. We will work with provider markets to explore mechanisms by which they can improve the terms and conditions for staff.

## 2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 In 2022, Sheffield City Council launched our Adult Social Care Strategy, 'Living the life you want to live' 2022 – 2030. Within the strategy one of the key commitments was to 'Recognise and value the adult social care workforce'.
- 2.2 As part of this we made a commitment in the strategy delivery plan to deliver a long-term workforce plan which empowers and values the **Adult Social Care (ASC)** workforce, is representative of our diverse communities and sets out how we will improve recruitment, retention and improve conditions for all social care workers in Sheffield.

- 2.3 This Care Sector Workforce Development Strategy sets out the current workforce challenges, the impact on the system and the actions required to overcome such challenges in Adult Social Care in Sheffield.
- 2.4 The workforce development strategy also meets the obligation in **Our Sheffield One Year Plan 2021/22** to 'Update our Workforce Development Plan'.
- 2.5 The strategy supports key outcomes from the Adult Health and Social Care, Care Governance Strategy and Quality Improvement Framework. The Care Governance Strategy sets out how it aims to make sure that our workforce is valued, engaged, and feel empowered to continuously develop practice and delivery of social care services.
- 2.6 Valuing our Workforce and our Leadership – describes how we will develop a social care workforce development strategy and plan that sets out how our workforce and leaders who are inclusive and values led, engaged, and feel empowered to continuously develop and improve the experience and quality of social care across the city.



- 2.7 The implementation of this workforce development strategy and workforce standards will help to ensure that we have a skilled, confident workforce which can meet the demands of the population in Sheffield.
- 2.8 The workforce development strategy has been supported by the Sheffield Workforce Engagement Board.

### 3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 The workforce development strategy has been in development since July 2022 through consultation and engagement with a significant number of interested stakeholders across adult social care. Care has been taken to develop the strategy based on the experiences and issues of the workforce directly impacted by the plan. A summary of engagement and consultation activity is contained within *Appendix 3 – Engagement and Consultation Approach*

- 3.2 The Workforce Engagement Board, reporting to the Strategic Board, will:
1. Provide assurance that plans are complete and sufficient to achieve the aims of the Workforce Development Strategy
  2. Provide assurance that the outcomes of the Workforce Development Plan are being delivered.
- 3.3 This will help ensure we are accountable for the impact on citizens and progress against our delivery plans and achievement of outcomes. The Care Sector Workforce Development Strategy sets out actions that shape our intentions over the years: how will we know we've made a difference is a key question that sits alongside them. This ensures there is a focus on experience and outcomes over output-based metrics.

#### **4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION**

##### 4.1 Equality Implications

- 4.1.1 There are no adverse equality implications because of this strategy. The aim is to improve conditions for all adult social care workers in Sheffield. The proposal aims to value and empower the workforce and make the adult social care workforce more representative of our communities.
- 4.1.2 The high-level plan that accompanies the strategy commits to an action to 'embed open and transparent decision making alongside plans and priorities for adult social care, designed and developed with the people of Sheffield.' This is likely to take the form of annually co-designed and published delivery plans. We will review our Equality Impact Assessment annually in line with this delivery plan.
- 4.1.3 Implementation of the strategy may result in specific projects which would be accompanied by appropriate equality impact assessments and considerations and will be subject to the usual processes and are therefore not considered in this report.
- 4.1.4 Additional actions arising from the Equality Impact Assessment:
- Improve system understanding of cultural factors that affect uptake of social care by ethnic minority groups.
  - Improve the identification of carers.
  - Gain a better understanding of the whole of the social care workforce in Sheffield, for example those with a disability or who are informal carers.
  - Utilise updated Census data to explore previously limited demographic data, such as sexual orientation, in our social care cohort.

##### 4.2 Financial and Commercial Implications

- 4.2.1 Better trained, consistent workforce – may result in less turnover and spend on training and recruitment. Potential efficiencies across the system

may result in reductions in spend towards recruitment, marketing, and training costs.

4.2.2 The plan is aligned with the Adults Social Care Strategy and is closely linked with the budget strategy. All individual proposals will be assessed for their financial implications.

4.2.3 There are no commercial implications for this report. Implementation of the plan may result in specific commissioning projects: all commercial considerations for the commissioning plans will be subject to the required processes and are therefore not considered in this report.

#### 4.3 Legal Implications

4.3.1 The core purpose of adult health and social care support is to help people to achieve the outcomes that matter to them in their life. The Care Act 2014 sets the Council's statutory power to direct the provision that:

- promotes wellbeing
- prevents the need for care and support
- protects adults from abuse and neglect (safeguarding)
- promotes health and care integration
- provides information and advice
- promotes diversity and quality

4.3.2 The Care Act Statutory Guidance requires at para 4.52 that:  
“... Local authorities should have in place published strategies that include plans that show how their legislative duties, corporate plans, analysis of local needs and requirements... thorough engagement with people, carers and families, market and supply analysis, market structuring and interventions, resource allocations and procurement and contract management activities translate (now and in future) into appropriate high quality services that deliver identified outcomes for the people in their area and address any identified gaps”.

4.3.3 The Living the life you want to live – Adult Social Care Strategy which was approved in March 2022 set out the high-level strategy to ensure these obligations are met, including the aim of strengthening the workforce as a skilled and resilient workforce is recognised as a key component in delivering appropriate provision. This report builds upon that by setting out more detail in how Sheffield City Council intends to develop the Adult Social Care workforce to help meet the Care Act duties.

#### 4.4 Climate Implications

4.4.1 Climate implications relating to this proposal has been considered within the Climate Impact Assessment which has been undertaken within Appendix 5 – Climate Impact Principles.

#### 4.4 Other Implications

4.4.1 There are no specific other implications for this report. Any recommendations or activity from the plan will consider potential implications as part of the usual organisational processes as required.

### 5. **ALTERNATIVE OPTIONS CONSIDERED**

5.1 There is no clear alternative to an adult social care strategy. The strategy is needed – we have an obligation to deliver one under the Care Act.

5.2 The strategy could have been a shorter-term vision. This was rejected because:

- there are significant challenges facing the social care system that are more long term in nature (such as training and recruitment of a quality workforce) so require longer term thinking.
- a shorter-term strategy would likely only be able to focus on the current challenges.
- market shaping needs a longer-term vision to allow local providers to develop the mix of services we're looking to deliver whilst remaining stable national drivers, such as new legislation, are in development but we cannot continue to wait for them to be finalised – we have a clear enough picture to be able to drive local transformation.

5.3 The strategy could have been smaller in scale, looking only to affect internal council services. This was rejected because:

- The scale of the challenges faced by adult social care need a system wide approach to be tackled effectively.
- Section 6 of the Care Act sets out the Council's duty to make arrangements for ensuring co-operation on the functions of relevant bodies in the local authority area relating to adults with needs for care and support and their carers. This includes those we have defined in the strategy as the adult social care system: the people and organisations that are involved in providing adult social care. Our strategy should reflect this approach.

### 6. **REASONS FOR RECOMMENDATIONS**

6.1 Through significant local consultation and engagement, the Care Sector Workforce Development Strategy 2023 – 2026 sets out a vision and ambition for Sheffield's care sector workforce that will meet the needs of our citizens.

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