

# Adults Children and Education Scrutiny Commission

19<sup>th</sup> November 2018



**Report of: Terry Dafter, Director Adult Care and Support**

**Title: Better Lives Programme**

**Ward: City-wide**

**Officer Presenting Report: Terry Dafter/Stephen Beet**

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## **Recommendation:**

The report contains two recommendations for consideration by the ACE Scrutiny Commission:

- 1) How to engage a diverse range of citizens in the development and design of the next phase of the Better Lives Programme;
- 2) How Members could help communicate the key messages around the Programme's direction of travel to citizens.

## **The significant issues in the report are:**

- 1) Progress to date on the Better Lives programme has been steady rather than speedy.
- 2) The next Phase of the programme, currently in development, will have an increased focus on Adults of Working Age and Preparing for Adulthood services, as well as continuing any required work around Older Adults.
- 3) The Programme requires the Health and Social Care system to hold its nerve, particularly over the Winter period, to enable changes recently delivered to effectively embed and start to deliver improved outcomes and savings.



## 1. Summary

The purpose of this report is to outline progress to date against the following areas of Better Lives Programme delivery:

- Implementation (include re-ablement or out of hospital care and support)
- DTOC – Review results and recommendations from Newton Europe and LGA.

Included as part of this will be the sharing of the latest Better Lives performance data trajectories e.g. success home care/residential and nursing care.

The report will also update on the progress made on the recommendations contained within the Summary Review of the Adult Social Care Scrutiny Task Group, May 2018.

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## 2. Context

### 2.1 Implementation

#### 2.1.1 Thinking behind the Programme:

- Recognition that budget pressures were on care management.
- Mainly because we are supporting the right numbers of people but in inappropriate settings at too high cost.
- Hence focus on managing demand and price and building a 'strengths based approach'.
- Refocus on building Tier 1 and Tier 2 options to provide care when needed but not as a long term solution.
- Reduce numbers in Tier 3 services (residential and nursing care).
- Solution across adults and older people services.
- Number of cross-cutting workstreams supporting the work.

#### 2.1.2 Better Lives Delivery to Date:

- Bristol Price introduced for Older People's nursing and residential placements (June 2018)
- Home Care rate increase approved (July 2018) with a subsequent increase expected in April 2019.
- £1.2m Innovation fund agreed for Home Care.
- We have deployed over 400 Smart phones to ASC staff.
- In partnership with Housing colleagues, we will deliver two Extra Care Housing sites by the end of 2018, each with 60 units with BCC nomination rights (Haberfield House and Coldharbour Lane).
- Improving our Information, Advice and Guidance offer: Bristol's Well Aware website has been highlighted by MP Karin Smyth in the House of Commons and referenced in the Government's new Loneliness strategy;
- New City-wide Reviewing Team established to promote best practice around reviews based on a strengths based approach and increase the number of planned reviews. Trajectories indicate since this team came in to existence the total number of reviews and planned reviews has increased.
- We've created more user-friendly, intuitive Source pages to better support Social Care practitioners.

- All Senior Practitioners have taken part in a Leadership Programme.
- *For delivery relating to the Acute Health Interface and reductions in DTOC please see 2.2 DTOC.*

### 2.1.3 Better Lives Impact on Older People:

Start of Better Lives	Now
Nursing Care: 728 residents Average weekly cost £900	Nursing Care 648 residents Average weekly cost £750
Res Care: 562 residents Average weekly cost £1,063	Res Care: 532 residents Average weekly cost £725
Home Care 1,080 users Average weekly cost £206 Average h/c package 13.9 hrs per week	Home Care 1,100 users Average weekly cost £209 Average h/c package 11.9 hours per week

### 2.1.4 Lessons Learned:

- The approach works but is not fast-moving and is not a ‘quick solution’.
- However the final outcome should give more stability and resilience in comparison to short term fixes.
- Focus on older people and DTOC means now need to prioritise adults of working age.
- Wider health system engagement needs further thinking.

### 2.1.5 Going into the next phase of the Programme:

We are currently scoping the next phase of the Better Lives programme, this will include:

- **Older People:** Progress has been made but is steady rather than speedy. This next phase of the programme will see the final pieces of the system coming on stream.
- **Adults of Working Age:** Major priority for next phase of work. Focused and targeted set of actions need outlining and a piece of discovery work will be commissioned
- **Preparing for Adulthood:** Major risk area for the programme. Equally significant set of actions needed

## 2.2 DTOC:

### 2.2.1 Programme delivery to address the DTOC situation:

The DTOC Action Plan we currently have in place builds on and takes further the recommendations from Newton Europe. The implementation of this plan will ultimately see us maximizing independence of citizens, making savings by meeting people’s needs through more Tier 1 and Tier 2 services with less reliance on Tier 3 services. Some key deliveries aligned to this action plan include the following:

- The Integrated Care Bureau and single referral form are now operational, with early indications this is having a positive impact on practice and governance;

- A new service called Home First has been operational since 29th October. This service is designed to allow people to go home as soon as they are medically fit from hospital and have an assessment in their own home once they are settled back in;
- Provider Reviews Pilots are ready to start in November and will potentially release reviewing capacity in our Review Teams to undertake more planned Reviews;
- Trajectories indicate that capacity in Reablement and Home Care continues to increase, with the full impact of the investment in Home Care anticipated to be seen from Jan 2019;
- Early indications from the Reablement Assessment Visits Pilot are very positive with 6 hours a day reablement capacity already freed up from a total of 12 visits.

We anticipate that the benefits of these new contributions to the Health and Social Care system will be seen over the coming 3 – 6 months and it will be critical that we are united as a system over the Winter period to ensure we hold our nerve to allow these new services and ways of working to embed and avoid the temptation to revert to old behaviours in the face of crisis.

### 2.3 Trajectories

The Better Live Trajectories are a set of performance targets and metrics that enable us to track and measure the impact of the Programme on key areas of service provision and performance we want to change to improve independence outcomes for citizens and make budget savings.

These metrics also help to inform us as to whether the approaches we are taking are working in the way we had assumed they would and inform decision making around whether we continue, reconsider and/or stop the activities we are undertaking to ensure we are always investing in the courses of action with the greatest positive impact .

Please see attached Appendix A for the latest set of Better Lives Trajectories.

### 2.4 Progress against the recommendations from Summary Review of the Adult Social Care Scrutiny Task Group, May 2018:

Recommendation:	Progress update:
<p><b>Recommendation 1: The Better Lives Programme:</b> We recommend that there is regular review and scrutiny of the Council’s Better Lives programme.</p> <p>(i) To scrutinise periodically, the impact of the Better Lives programme on the Council’s Medium Term Financial Plan, budget and as a corporate risk, we suggest that this would be considered by the Resources Scrutiny Commission.</p> <p>(ii) To scrutinise every six months, an agreed dashboard of metrics which covers the full breadth of the Better Lives programme, under the direction of the Adult, Children and Education Scrutiny Commission, ensuring that the voices of service users, carers, social workers dealing with clients and care workers etc. inform their scrutiny.</p>	<p><b>(i) Monthly Programme Board and EDM update. We have also reported directly to Denise Murray and Mike Jackson and are due to attend CLB</b></p> <p><b>(ii) Please see appended Trajectories Report (Appendix A) which is scrutinized monthly at the Better Lives Programme Board and ACE EDM</b></p>

<p><b>Recommendation 2: Councillor Development:</b> We recommend that Adult Social Services deliver an all-member briefing ‘communications event’ to inform all ward Councillors about the Better Lives programme philosophy of independence (which should include a service user perspective and be based on the social model of disability); to establish the Councillor advocacy role and understanding at ward level and develop champions for the Better Lives Programme. There should be an emphasis on Tier 1 and community services and a clear link to the activities that make social prescribing possible.</p>	<p><b>We provide updates on Better Lives Programme at ACE cabinet briefing. An event as described in this recommendation has not been set up but the Programme team would be happy to do so.</b></p>
<p><b>Recommendation 3: Adult Social Care Commissioning:</b> We recommend that Councillors and service users and representative bodies (e.g. social workers and carers) are involved in the early stages of the commissioning cycle as a key stakeholder and sounding board to discuss their priorities. To ensure that Councillors’ local knowledge and other stakeholders can inform the evaluation phase of the commissioning cycle for services such as Home Care, which would then inform the design phase of the next cycle.</p>	<p><b>Commissioners have set up a practitioner reference group to enable front line practitioners to contribute to commissioning activity and feedback their knowledge/ intelligence. Commissioners have also produced a Market Position statement and an event for providers.</b></p> <p><b>Carol Watson, Head of Commissioning can provide more info</b></p>
<p><b>Recommendation 4: Health and Care Workforce Strategy:</b> We recommend that a cross party task group, review and scrutinise the health and care workforce strategy’s across the STP, in line with the Council’s aspirations. There is a need to ensure adequate supply of staff through training as well as specific mental health training for social workers. There is value in seeing how ‘others’ e.g. the health service have tackled this and to advocate for Bristol, North Somerset and South Gloucestershire developing a cross boundary approach to joint recruitment and joint procurement to both learn from each other and to bring costs down.</p>	<p><b>There is a workforce Programme under the “Healthier Together” Programme for which BCC HR are a Steering Group member. The Healthier Together Programme team can provide members with information on the strategy.</b></p>
<p><b>Recommendation 5: Social Prescribing:</b> We recommend that the Council and its partners,</p>	<p><b>There is a Social Prescribing workstream in the “Healthier Together” programme that is part of the “Integrated Care” programme and is</b></p>

<p>the CCG and the voluntary sector, work in partnership to advocate for a city-wide social prescribing approach and secure funding from 2020.</p>	<p><b>working to deliver this outcome. BCC have representation on this group</b></p>
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## 2.5 Recommendations for ACE Scrutiny Commission to consider:

- 2.5.1 How to engage a diverse range of citizens in the development and design of the next phase of the Better Lives Programme;
- 2.5.2 How Members could help communicate the key messages around the Programme’s direction of travel to citizens.

## 3. Policy

The Better Lives Programme directly contributes to the Enabling and Caring theme within Bristol City Council’s Business Plan 18/19:

- Empowering and Caring Key Commitment 3: Provide ‘help to help yourself’ and ‘help when you need it’ through a sustainable, safe and diverse system of social care and safeguarding provision, with a focus on early help and intervention.

## 4. Consultation

### a) Internal

*Not applicable.*

### b) External

*Not applicable.*

## 5. Public Sector Equality Duties

- 5a) Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:
- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
  - ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --
    - remove or minimise disadvantage suffered by persons who share a relevant protected

characteristic;

- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
  - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –
- tackle prejudice; and
  - promote understanding.

**5b) The Better Lives programme spans across all areas of adult social care and, therefore, could impact any individual who uses these services or might use them in the future (as well as their family members/carers). The eligibility for individuals accessing adult social care services means that they are likely to display one or more protected characteristics.**

**Opportunities created through the programme will help more people to access the right help at the right time. This ranges from completing regular reviews to ensure more appropriate care packages are in place; introducing assistive technology to help individuals be independent in their own homes; providing better information, advice and guidance to give individuals more choice and control.**

**As part of the commissioning work, the programme will develop community services to improve what is currently on offer to local people and build more resilient neighbourhoods they can connect with. There will also be a focus on increasing the amount of high quality care providers across the city, providing better choice and standards for those who use their services.**

**The programme will also focus on improving partnership working and links with health and community organisations.**

**Some of the interventions being developed may impact negatively on certain communities e.g. some older people may not find it easy to access digital information, or there could be cultural or language barriers to some communities in the city accessing some services. These will need to be considered in each individual project so appropriate mitigations can be put in place. The package of support may reduce or change for some people. However, individual reviews will assess their current need and provide an appropriate support plan. The process of changing services could be difficult for some vulnerable adults, at least in the short term. Wherever this happens appropriate support arrangements would need to be in place.**

**Link to the Better Lives Full EQIA within the Appendices for the Cabinet Paper presented in April 2018 (from page 79):**

**<https://democracy.bristol.gov.uk/documents/g2563/Public%20reports%20pack%2006th-Mar-2018%2016.00%20Cabinet.pdf?T=10>**

**Appendices:**

*Appendix A: Trajectories Report October 2018*

**LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985**

**Background Papers:**

*None.*