

People Scrutiny Commission

Scrutiny Commission

18th July 2019



Report of: Stephen Beet, Deputy Director Adults Social Care

Title: Better Lives Adults Under 65 Update July 2019

Ward: All

Officer Presenting Report: Stephen Beet / Carol Watson

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Recommendation:

To review and endorse the work taking place on the Adults under 65 project within the Better Lives programme, as outlined in the report.

The significant issues in the report are:

There is clear evidence of the need to change the way that care is provided for Adults under 65 – national data, increasing cost pressures and discovery work completed on the Better Lives Programme all support this.

It is essential that a range of changes are developed in parallel – practice changes and more controlled and consistent pricing, as well as investment in ensuring sufficient supply of alternative care models. This shorter term activity will precede development of more transformational commissioning models for adults under 65 that will be coproduced with providers.

This work needs to be coordinated and driven at pace to ensure that all adults under 65 get the most appropriate care for them at the earliest opportunity, and that associated savings can be delivered within the required timeframe. Any changes made will be closely monitored using the Better Lives Trajectory Management approach.



1. Summary

This report sets out the context for the proposed changes being made for how the Council supports adults under 65. The project is a key focus for the Better Lives programme during 2019/20. The report outlines the case for change, what changes will be delivered, how the changes will be made and the risks/issues associated with this work.

2. Context

2.1 Following the first phase of the Better Lives programme, where there was a stronger emphasis on older people, it was recognised that similar attention should be given to adults under 65. Whilst this is a relatively smaller cohort of individuals, there was evidence to suggest that both care practice and the price paid for care needed changing.

2.2 This will continue to support the Vision for Adult Social Care and the Statement of Intent for Better Lives.

Vision:

People can get the right help at the right time to promote independence and to prevent, reduce or delay the need for long term support.

Statement of Intent:

Maintain quality services with people at the heart of what we do.

Make cost savings whilst holding our ambition to improve outcomes.

2.3 The case for change:

The number of residential and nursing placements for adults under 65 is high; this was preventing individuals from being more independent and achieving the best outcomes possible. The costs of these placements are also high and on an increasing trajectory; it is one of the main cost pressures the service is managing, as demonstrated in the P2 budget forecast (see appendix).

2.4 Data provided by NHS Digital and ONS data from 2017-18 outlines the following areas that demonstrate the evidence for targeting residential and nursing care placements for adults under 65:

- Overall Bristol support a low number of working age adults in a long term or tier three service
- Per 100k population Bristol is in the bottom quartile and below average
- The number of younger adults that the Council supported was only 0.60% of the younger adult population. This is one of the lowest percentages in the country (the 144th highest). The national figure is 0.87%.
- However spending on younger adults is the 13th highest in the country - £256 per person aged 18 – 64 on adult social care for younger adults compared with £209 England average.
- Of those adults aged 18-64 who require some form of long term support, Bristol places the highest number in a residential or nursing setting
- 30% of service users with a long term support need are placed in a care home
- The Council spent £42,807 per client in 2017/18 compared with the average for England of £24,056 - this was the highest in the country.

The above evidence was highlighted to the service in a report written by the LGA in Autumn 2018.

2.5 To follow up on the national benchmarking data, the Better Lives Programme commissioned some discovery work on January 2019 to understand how practice and the provider market were driving this position. In depth case reviews were completed on a sample of adults under 65 care packages to inform this work. It produced the following findings:

- We often make placements in crisis conditions:
 - Some of which are predictable / avoidable
- Temporary placements ‘drift’ into permanency:
 - Imprecise assessment and support planning; discontinuity of allocated workers.
- Quality assurance at team level / early stage of support planning is highly variable:
 - Leading to an inappropriate focus on Case Discussion Forum as a funding / authorisation body.
- Demand for other forms of care such as supported living often outstrips supply:
 - Making us ‘market takers’ of residential care for adults under 65; support plans are sometimes tweaked to match provider offers
- Adult Social Care is often the service of first and last resort
 - Due to (mis)interpretation of Care Act eligibility criteria

2.6 In addition, a Cost of Care analysis was undertaken by Commissioning and Finance, based on meetings with main providers of residential and nursing care for adults under 65 and analysis of their cost data. Interviews were completed with 12 of the main providers and this engagement was welcomed by the providers. This highlighted that different providers have different costings and business models, but some commonalities have emerged enabling BCC to draw conclusions about future potential guide prices/ bands for different types of settings.

- The prices for core costs ranged from £837.24 to £3,060.00
- The costs of additional 1:1 hours were charged at £11.83 to £16.97

There was a general view from providers that they wanted to move away from residential provision to instead provide Supported Living. This presents an opportunity and risks; the opportunity to maximise independence for service users in a Supported Living setting at potentially lower cost, but a risk where the service does not change and the care cost increase, so the overall cost to the public purse increases.

2.7 What changes will be delivered:

The discovery work and provider conversations confirmed that:

- There is a need to reduce the number of adults under 65 being placed in to residential and nursing care
- Where an adult is placed in to residential and nursing care, there is a need to introduce tighter price controls and consistency for these placements
- New guidance and processes are required to prevent providers determining what care packages are offered and the cost of these
- Any new practice guidance must be fully embedded as standard practice and driven by service managers; most savings and change will come from social workers not placing adults under 65 in residential settings

- It is essential that sufficient supply of alternative care models is available to support the aim of reducing residential and nursing care packages for adults under 65 (e.g. Extra Care Housing (ECH) and Supported Living)
- There will be a need to complete reviews of existing care packages for adults under 65 to ensure that they are being provided with the most appropriate care

The above measures will be delivered in the short term (2019/20), but there is also a need to start focusing now on the longer term; the aim is to develop a more transformational approach in coproduction with providers (in line with Commissioning best practise). Strategic commissioning are developing an emerging picture of what our future care and support offer for adults under 65 needs to look like (building on a comprehensive Needs Analysis recently completed). This will include a view on future residential and nursing care, Extra Care Housing, Supported Living, Home Care etc.

2.8 How will we deliver the changes:

It is essential that any changes to practice and prices are made in parallel; most savings and change will come from social workers not placing adults under 65 in residential settings. The project plans to make the following changes:

PRACTICE CHANGES

- Implementation May-July 2019
- 3 task and finish working groups to design changes and implement in volunteer teams
 - Quality Assurance at team level:**
Define best practice and produce a QA framework for implementation in all teams.
 - Process Group:**
Management of 'at risk of placement'; temporary placements; continuity of worker; specialist roles; Out of Area arrangements.
 - Practice Group:**
SMART support planning; risk enablement; eligibility and choice
- A toolkit has been designed and will be rolled out to all practitioners during July 2019

PRICING CHANGES

- **A fixed cost of 1-1 care (£14.50 per hour)** for new and reviewed placements introduced June 2019
- **Reviewing sample of over 65s in AoWA placements, to establish whether savings can be achieved** (i.e. moving individuals to Bristol Rate)
- Consult providers on proposal to introduce **guide price for residential and nursing placements** (based on development of core and 1:1 costs)
 - Plan is to take to September Cabinet and implement if approved
- **Support providers seeking to de-register properties and move to supported living**, to ensure that right outcomes will be achieved and to assess opportunities for savings

There are also key dependencies on work being carried out elsewhere on the Better Lives programme; most notably on the Better Lives At Home project where capital funds are being invested in increasing the supply of alternative care options including Extra Care Housing and Supported Living. Work such as the development of the use of Technology Enabled Care will also be crucial in helping support people to remain in their own home.

In addition, this work is crucial in ensuring that the right care and support options are available at a manageable cost for young people who enter the adult social care system when they reach 18 (link with Preparing for Adulthood project).

2.9 It is essential that we measure whether the changes are having the desired impact. The Better Lives programme has an established trajectories management approach which tracks key

identified measures across the programme to inform us whether the changes being made are making a difference as intended. The indicators we will track to understand the impact of this work include:

- No of residential and nursing placements for adults under 65
- Cost of residential and nursing placements for adults under 65
- Volume and cost of alternative care settings – ECH, Supported Living, Home Care

We will also be evaluating any reviews completed within this cohort to understand to what extent it has been possible to provide individuals with improved care options and better outcomes (and the cost impact of these changes). There will also be an ongoing role for the Quality Assurance team in assuring practice standards.

2.10 There are a number of risks and issues associated with the proposed changes, set out in the table below:

Risks / Issues	Mitigations
PROGRAMME: Dependencies between AoWA pricing, practice changes, BLAH mean that all areas need to be addressed in parallel to effectively deliver required scale of change. Some of this work is dependent on external factors (i.e. provider market).	Dependencies recognised and managed at programme level. Project plans to track and monitor timing of delivery (and impact of this on other work). Understanding of how we can influence external dependencies through relationships with providers
Due to the nature of the planned activities (e.g. embedding practice changes, reviewing targeted care packages within the cohort, bringing costs under control in a sustainable way that won't destabilise the provide market), it is difficult to accurately forecast the level of savings that will be delivered from the Adults under 65 project in this financial year. Some of the changes will take 3-6 months to deliver, which means that any savings will not be realised until Q3/Q4. In addition, it is not possible to quantify any savings that may arise from reviews until the review takes place.	Detailed planning to understand when changes can be implemented with acceptable level of risk. Early implementation of 1:1 fixed rate. Prioritise targeted service user reviews that are most likely to result in a changed package of care (e.g. 65+, variable 1:1 costs). Ensure that all measures are taken to support embedded practice changes. Learn from successful approaches for Older People to regain more control of provider market. Develop clear strategy and approach for what BCC wants from the commissioned market for these cohorts and further develop provider relationships
Risk of adverse publicity as a result of price shaping and process changes	Advice on the legal process for change to contract has been taken and is being followed. The Better Lives Board have authorised the new approach and a fairer charging strategy. The consultation with Providers will offer feedback that will be used to develop the price strategy.
Risk that new guide prices inadvertently increase costs or that there are is reduced availability of placements in the market as a	The Provider Forum have been given information on the new guide price framework approach that is planned. The guide prices are

result of the price shaping work.	being developed based on cost information from the provider conversations. An exception process is being developed. Tracking of new prices will be carried out when the framework is piloted to ensure it is realistic and fair.
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3. Policy

All proposed changes and practice guidance are in line with existing policy for adult social care workers and the relevant specifications for residential and nursing care as well as Community Support Services.

4. Consultation

a) Internal

Not applicable

b) External

There has been ongoing informal consultation with care providers who provide residential and nursing care for adults under 65 throughout the last 3 months. From 8th July, a formal consultation exercise is taking place where providers are being asked to respond to the Council's proposals for future residential and nursing care packages for this cohort.

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 eligibility for individuals accessing adult social care services means that adults under 65 in receipt of a care package are likely to display one or more protected characteristics. The intended outcome of this work is in line with the Better Lives Programme’s aim of ‘ensuring that people can get the right level and type of support, at the right time to help prevent, reduce or delay the need for ongoing support, and to maximise people’s independence’. This aims to address the key points stated above in relation to the Equalities Act 2010.

There is no specific Equalities Impact Assessment for Adults under 65 – it is contained within the Equalities Impact Assessment that has been completed for the Better Lives Programme. This will be refreshed and updated during the consultation period to ensure that it is still relevant in light of any proposed changes.

Appendices:

A) Better Lives Trajectories Data (May 2019)

B) Draft Practice Guidance issued to Practitioners (final approval due end of July 2019)

<http://intranet.bcc.lan/ccm/navigation/directorate-specifics/adult-care-and-support/quality-assurance>

C) Overview of P2 Forecast for Adult Social Care

D) QA Report – CQC Ratings Q4 18-19

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

None