



Focus on Adults Under 65

18th July 2019

Adults, Children and Education

Adult Social Care

Slide 1



Why focus on Adults under 65?

Reminder of Better Lives Vision / Statement of Intent:

Vision for Adult Social Care

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.

- Considered against the Better Lives programme's vision and desired outcome, it was clear that we needed to change the way that services were delivered for Adults under 65.
- The number of residential and nursing placements for this cohort was high; this was preventing individuals from being more independent and achieving the best outcomes possible
- Costs were high and on an increasing trajectory
- Whilst we had already started investing in delivering alternative care models through the Better Lives at Home project, there was a need to tighten controls and reinforce practice in the shorter term.
- It was therefore decided that Adults Under 65 would be a key project during 2019/20 for the Better Lives Programme

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Slide 2



National picture – Adults under 65

NHS Digital and ONS data from 2017-18 outlines the following:

- 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%.
- 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 place 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.

This data was highlighted in the LGA Analysis Report completed in Autumn 2018.

How did we identify required changes?

Discovery work was therefore commissioned in January 2019 to understand how practice and the provider market were driving this position.

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

How did we identify required changes?

In addition, a Cost of Care analysis was undertaken based on meetings with main providers and analysis of their cost data:

- Met with 12 residential providers
- 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
 - Price range for core cost from £837.24 to £3,060.00
 - 1:1s charged at £11.83 to £16.97
- General view from providers that they wanted to move away from residential provision to supported living
- That presents an opportunity and risks
 - An opportunity to maximise independence for service users in a Supported Living setting at potentially lower cost
 - A risk where the service does not change and the care cost increase, so the overall cost to the public purse increases
- Providers welcomed the engagement with BCC

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

What changes will be delivered?

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.
- There is a strong link to the Better Lives at Home project to deliver this work.

How are we delivering the changes?

Better Lives Desired Outcome:

Reduce the number and cost of placements of AoWA in residential care homes and nursing homes, and deliver better outcomes for these citizens

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

Key Dependencies for the project:

Better Lives At Home – Increasing supply of Supported Living, ECH

Preparing for Adulthood – Ensuring the right support and outcomes at a manageable cost for young people before they reach 18

Technology Enabled Care – Supporting individuals to live longer at home and within their own communities

How are we delivering the changes?

- 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 be an ongoing role for the Quality Assurance team in assuring practice standards.

Risks & Issues

Risk / Issue	Mitigation
<p>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).</p>	<p>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</p>
<p>AOWA: 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 AoWA 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.</p>	<ul style="list-style-type: none"> • 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.

Risks & Issues

Risk / Issue	Mitigation
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 result of the price shaping work.	The Provider Forum have been given information on the new guide price framework approach that is planned. The guide prices are 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.