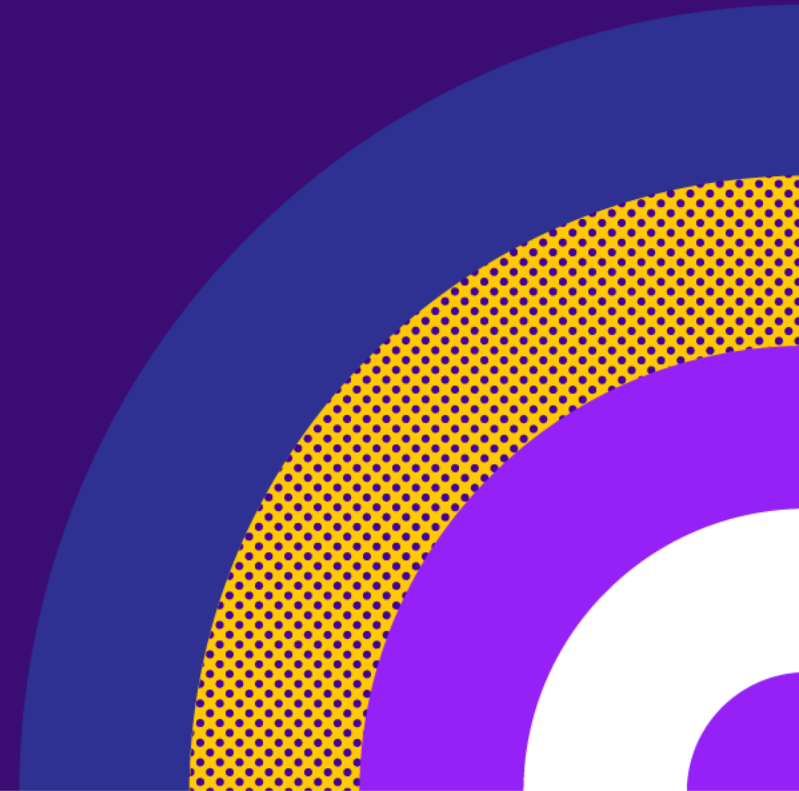




Bristol City Council LD & Autism Provider Model Exploration Project

Summary of Recommendations

June 2022



BRIEF

We were commissioned to provide advice and support and lead soft market testing with the local and national Learning Disabilities & Autism (LD&A) provider market and support the Council in three objectives:

To shape a care model that helps sustain, grow and develop the LD&A care market within Bristol

To address the high costs for LD&A provision in Bristol and support financial sustainability

To explore mechanisms where providers are willing to invest alongside the Council in better outcomes for service users

During the project, key activities included:



10+ stakeholder interviews across BCC and CCG



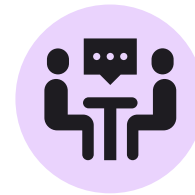
Design principles workshops with a cross-section of BCC staff



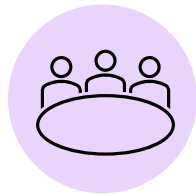
Document and data analysis (PowerBI)



Market engagement event attended by 29 providers



Provider focus sessions with 19 providers



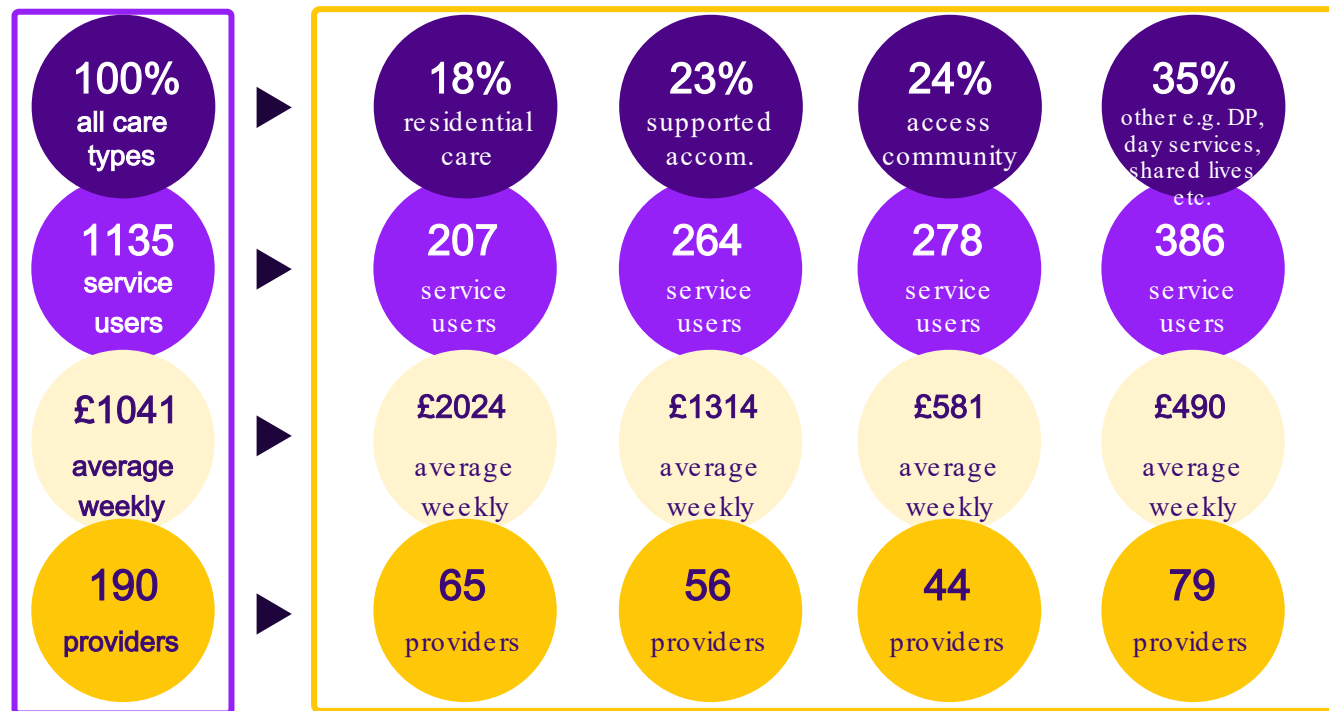
Workshop with Bristol Team and meeting with CCG colleagues

Summary findings

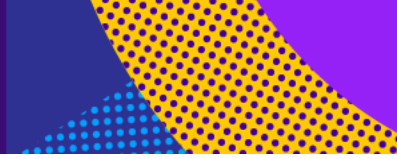
Situation

- The current care provision does not match BCC's aspiration or best practice to support independence and deliver the best outcomes – people get stuck in placements at the higher end of the care ladder than needed
- The current arrangements are not financially sustainable for the council. Costs are high when benchmarked with comparators and there is a high level of spot purchasing, and the costs exceed budget and projected demand is set to increase

Current market structure in Bristol (BCC commissioned only)



The current profile of care placements for people with LD and Autism needs to change or the situation will worsen



Complication

- The high volume of providers and current commissioning arrangements make it difficult to have an effective relationship with the market and deliver a function that is focused on quality assurance focused, market shaping – capacity is focused on more transactional management
- The high level of spot purchasing is resource intensive for commissioning, makes it difficult to ensure consistency and quality, and can lead to uncertainty for providers and users.
- The lack of appropriate accommodation to sit alongside less traditional care models and support greater independence for people with LD and Autism is a barrier to realising the potential
- Current care models / pricing incentivises overstating the number of care hours required

Findings from market engagement

Prior to engagement we understood:

- 1 Lack of long-term commitment resulting in uncertainty and commercial risk
- 2 Challenges in Bristol's property market further inflates risks, and limits flexibility for claiming exempt housing benefit
- 3 Spot purchasing inhibits economies of scale
- 4 Recruiting staff continues to be a big challenge
- 5 Most complex cases are placed out of area, the market view is that these needs could be met locally
- 6 Appetite to work with the Council to do something different to make things better

Through engagement, we have learned:

- 1 There are new and existing energetic suppliers in the market who want to improve services and work with the Council
- 2 There are new and existing providers keen to invest in the Bristol market and they are looking for support in taking that risk
- 3 Providers have differing views on commercial models but would benefit from understanding the pipeline
- 4 Providers do have innovative solutions to lack of accommodation but require support from Council
- 5 There are suppliers who specialise in transitions work if accommodation is available
- 6 Staff recruitment is tough but not all providers are struggling. There are opportunities for learning from each other.

Opportunity identification

- The response from the market engagement has been more positive and constructive than anticipated. There is consensus from commissioners and providers that there is scope for changing the current model of care and we heard a willingness to increase independent living and work towards less traditional solutions. However, no existing providers in the Bristol market emerged who were in a position to step into a lead provider role for an alliance or consortium to deliver this.
- This project appears to have provided a catalyst for reigniting conversations with Health partners about working more closely with the council in this space, and for re-establishing a constructive dialogue and relationship with the market as a whole.
- Our desktop assessment, triangulated with local conversations with the council and providers, and our knowledge of good practice, points to a real opportunity to effect a shift in the profile of care models and ensure people with LD and Autism have the most appropriate level of care in a setting that support their independence. The diagram below sets out the opportunity to reform the system to look and feel different for all stakeholders. Our recommendations are designed to support this reform.

How could it look different – our recommendations support this wider vision

Service users 

Service users will have access to a wide range of provision to meet their needs and aspirations. Care planners will be able to support them to access non-traditional support services and enable a journey towards independence where possible.

Commissioners 

Commissioners will have a partnership based relationship with a diverse care market and will be able to focus efforts on market development and quality assurance work to expand and improve services for local residents. They will be able to demonstrate value for money.

Providers 

Providers will have a positive relationship with each other and with the Council. They will recognise their strengths and be able to work in partnership to achieve the best outcomes for service users.

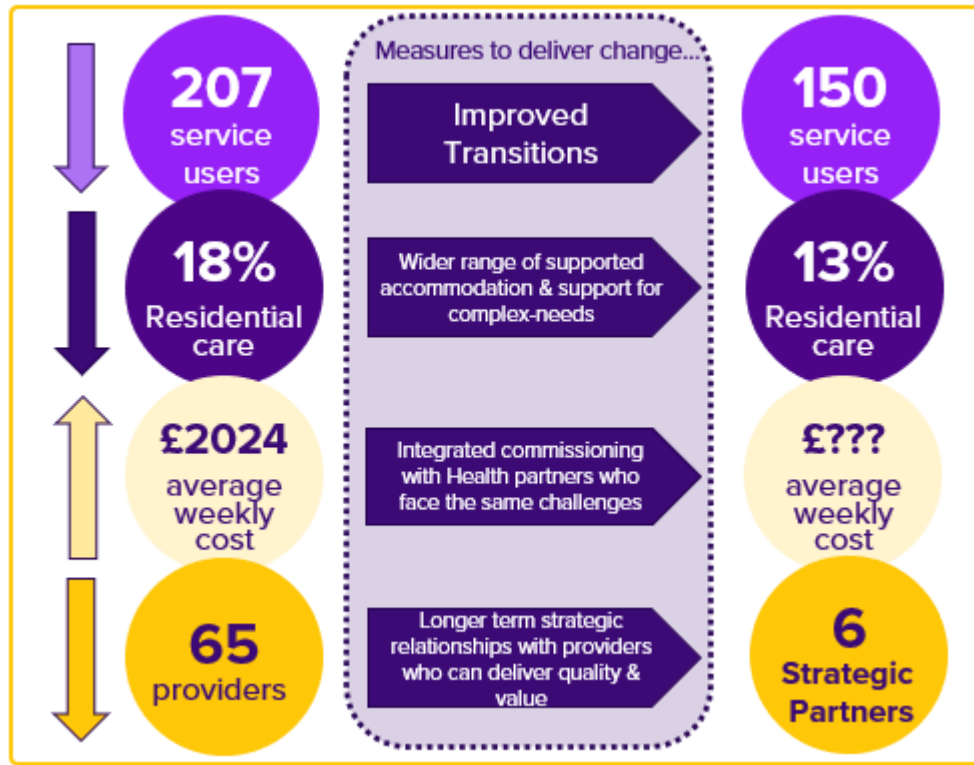
Care planners 

Care planners will have confidence in the local services on offer and will be able to maximise local resources to support their service users. They will see a joined up system of support that is delivering good and demonstrable outcomes for service users.

31TEN The opportunity – benefits

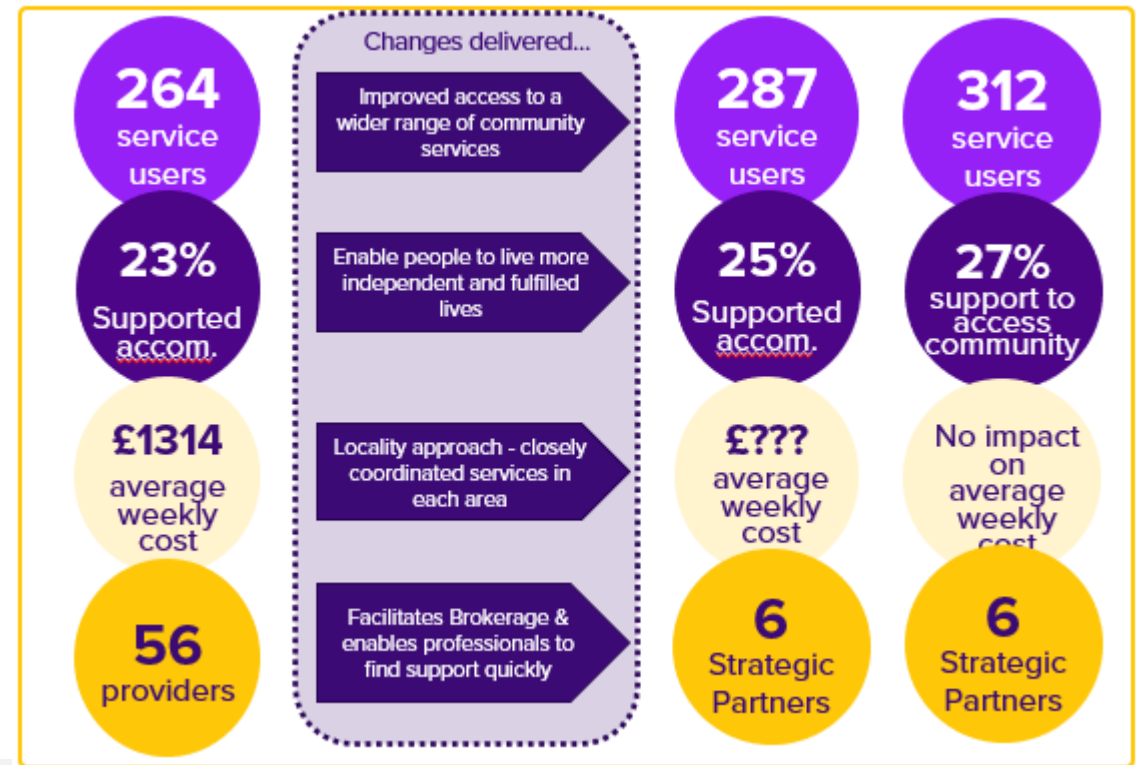
- Whilst sustainable change requires a number of shifts across the Bristol system, this work has identified some key opportunity areas which can be progressed immediately, not only delivering better outcomes and potential financial benefits, but also an opportunity to test and learn a different approach to engaging the market.
- If progressed at pace with the right conditions in place, there is potential for financial benefits in the range of £0.6m £2.1m by 2026
- The opportunity and benefits that flow from it can summarised under two key themes:

1) Reducing over-reliance on Residential Care by 2026



AND

2) Commissioning to increase independence:



Recommendations

Immediate / short term

1. Progress three targeted opportunity projects to prove the recommended concept of change – moving people through the system and supporting independence: Pathway to Independence, transforming care (& complex LD) cohort and community support
2. Use a scaled back competitive dialogue process to engage the market in creating the solution for these three cohorts– this will help maintain the positive engagement with the market supported by this project and recent commissioning team initiatives.
3. Set up this work as a test and learn project that can generate lessons learned and support more innovative practice across the wider council. Invest and deploy resources to progress this work over the 9– 12 months.

Proof of concepts

Pathway to independence

Develop a pathway to independence focus (mainly) on young people turning 18 and those aged 18-35 who are due to move from an existing residential placement

Transforming Care / Complex LD & Autism Pathway

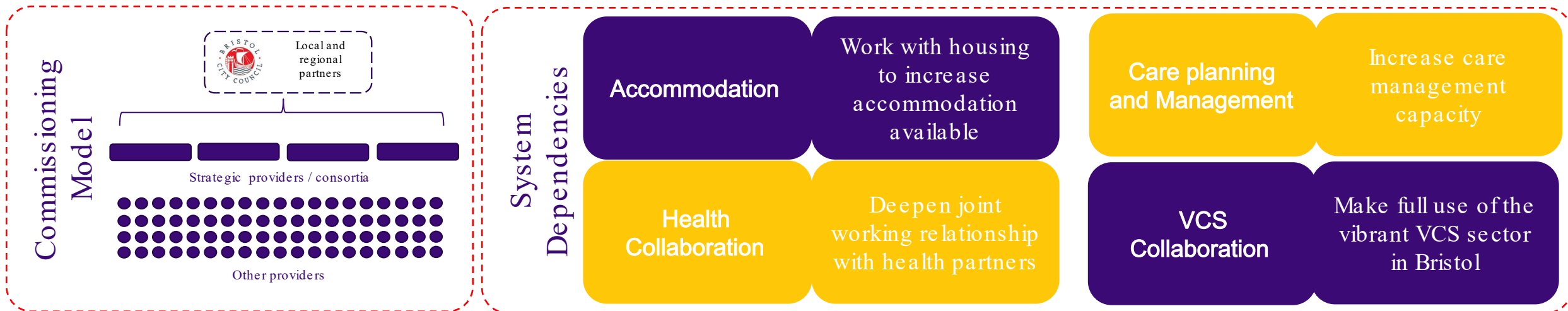
Design and agree a programme to identify people with a learning disability and/or autism who display challenging behaviour and can move from more restrictive or institutional settings and, with the right support, live in the community. Identify strategic partners in the provider market to explore and develop options to meet the long-term needs of people in these cohorts

Just Enough Care

Develop a “Just Enough Care” model to develop a wider range of options lower down the care ladder more suitable for residents currently in supported living which can help prevent needs escalating. This model assess people’s strengths and abilities ensuring they are able to make best use of the support in their own communities. Their needs are then met by local organisations provide hands on care and also support the connection to local community groups and services.

Short – medium term

4. **Commissioning model:** Take advantage of the forthcoming expiry date of the three commissioning frameworks (April 2023) to effect a change in the commissioning approach. We recommend moving towards a registered provider list (one framework for all providers who meet your criteria) that can facilitate establishment of a smaller number of strategic partners / lead providers for consortia or alliance models and more outcome based specifications
5. **System dependencies:** Actively engage with key partners who have are critical to success and changing the system – Health, Housing, Property and Social Care management. Work in this area may benefit from specific a specific governance group with input from key partners across the Council.





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