

Report to Cabinet

Title:	Adult Social Care Update
Date:	Monday 22 July 2019
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Local members affected:	All
Portfolio areas affected:	Health and Wellbeing

For press enquiries concerning this report, please contact the media office on 01296 382444

Summary

The purpose of this report is to provide Cabinet with an update of the national and local issues relating to adult social care in Buckinghamshire, covering December 2018 – June 2019.

Recommendation:

Cabinet is asked to NOTE:

- i) **The key national legislative changes relating to adult social care is facing and the uncertainty arising from delays of the Green Paper and**
- ii) **The latest developments in relation to the adult social care transformation programme.**

Adult Social Care Update

1. **The National Picture**

1.1. NHS Long-Term Plan

The NHS Long-Term Plan was published on 7th January 2019. The Plan explains how the NHS will use the additional government funding of £20.5 billion over the next five years. It outlines a set of national priorities which aim to improve health, redesign the model of care and support, and address issues of financial stability for the NHS.

The focus on expanding community care, support and prevention has been welcomed by the local government sector. However, the Plan makes little reference to the wider health and social care sector. It is disappointing that the Plan does not recognise the leading role that other partners play in promoting health, wellbeing and independence, particularly the role of local authorities. Partners will be critical to the successful delivery of the outcomes in the Plan.

Between February and April 2019, NHS England consulted on proposals for changing legislation to enable easier and faster implementation of the Plan. Again the proposals failed to acknowledge the key role of local authorities in the delivery of a strong health and care system.

The County Council responded to the consultation in two ways. Firstly, as a key partner, the Council's views were included in the formal response made by the local Integrated Care System (now the Integrated Care Partnership). In addition, the Cabinet Member for Health and Wellbeing wrote to Lord Prior, Chairman of NHS England, to express the Council's significant concerns about the lack of consideration of social care. It called on Lord Prior to champion the social care sector in NHS discussions.

1.2. Social Care Funding

The Adult Social Care Green Paper was delayed for a fifth time in March. The need for resolution of the long-term funding of publicly funded social care remains critical.

Indications are that proposals to address future financial sustainability may include direct taxation, either through a social care premium for people aged 40 and over, through income tax increases (locally or nationally) or through a national insurance increase. Other possibilities include a social insurance scheme and a care cap.

1.3. Workforce challenges

There remains a lack of staff coming into the care market to meet the levels of demand nationally and locally. In Buckinghamshire, recruitment of staff from European Union countries currently appears to be stable but this will continue to be monitored through the Council's workforce planning, through provider contract meetings and through provider forums over the coming months.

1.4. DoLS changes

Deprivation of Liberty Safeguards (DoLS) were intended to safeguard the rights and interests of people who lack the capacity to take often life-changing decisions, such as whether to move into a care home. However, the process has been heavily criticised for being too complex and bureaucratic, and does not necessarily provide the individual with safeguards or positive outcomes intended in the original legislation.

The Mental Capacity (Amendment) Act, passed in May 2019, replaces DoLS with a new scheme called the Liberty Protection Safeguards (LPS). The DoLS system will run alongside the LPS for up to a year to ensure those people subject to DoLS will be transferred to the new scheme in a managed way.

The changes include putting the onus on care home managers to organise assessments; extending the settings from just hospital and care homes to people living in the community receiving health and social care support; reducing the age

to cover people aged 16 and over, a reduction from the current 18 years plus; and a more person-centred approach. For adult social care there will be an increase in the number of people who will require LPS assessment and plans

2. **Buckinghamshire Health and Social Care System**

2.1. Information Technology: Integration with Health Project

To improve data sharing between public sector organisations for the benefit of Buckinghamshire residents, the Council is in the process of finalising children's and adult social care data for sharing with health colleagues.

The system to do this, called My Care Record, is already live and being populated with information from Buckinghamshire GPs. Hospitals, community health practitioners and mental health data will be included shortly. Access to look at health information will be rolled out to all social work teams by summer 2019.

2.2. Integrated Commissioning

Integrated Commissioning plays a key role in the health and care system, to keep residents well and independent. Integrated Commissioning creates the right mechanisms for providers to deliver those outcomes and avoid duplication.

The County Council and Buckinghamshire Clinical Commissioning Group (CCG) have restructured their Integrated Commissioning team which will then operate in the new Bucks Integrated Care Partnership (ICP). This will enable the service to move towards best-practice commissioning. It will also improve population outcomes by working across the CCG and public health, and by developing an all-age approach across services for children and adults.

The Integrated Commissioning intentions are set out across a suite of Market Position Statements, jointly developed by the Council and the Clinical Commissioning Group. The three Market Position Statements cover: prevention & early help; specialist housing; and technology. They set out the ambition for commissioning and include key challenges and service gaps. The Integrated Commissioning service is seeking to engage the market to explore how these could be delivered collaboratively.

A number of successes have already been achieved, including:

- Improved mental health services access for children in Buckinghamshire - the national ambition has been achieved, meaning that a third of our children with mental health needs are accessing services
- Established an integrated children's therapies service. This includes occupational therapy, physiotherapy, speech and language support
- A single approach between Child and Adolescent Mental Health Services (CAMHS) and Community Paediatrics in providing assessments for children with either autism or Attention Deficit Hyperactivity Disorder (ADHD)
- On track to improve the uptake of learning disability health checks in Buckinghamshire to 75% by 2020
- A successful bid for Mental Health Trailblazer funding for two years. This puts Buckinghamshire in a strong position to deliver on the mental health focus in new NHS Long Term Plan

- A new carers service for Buckinghamshire jointly commissioned with adults, children and health.

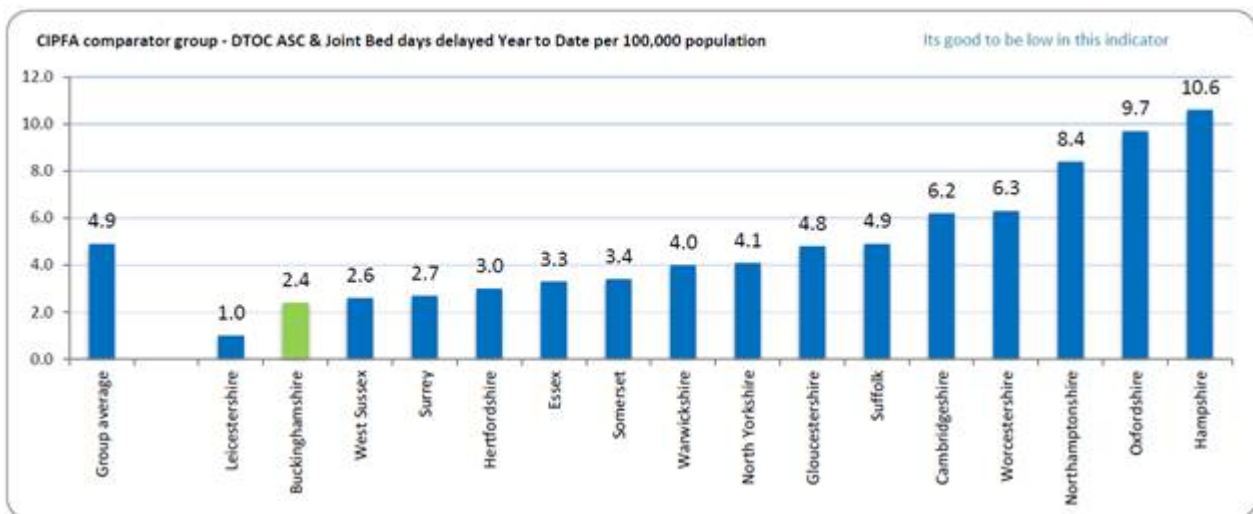
2.3. Better Care Fund

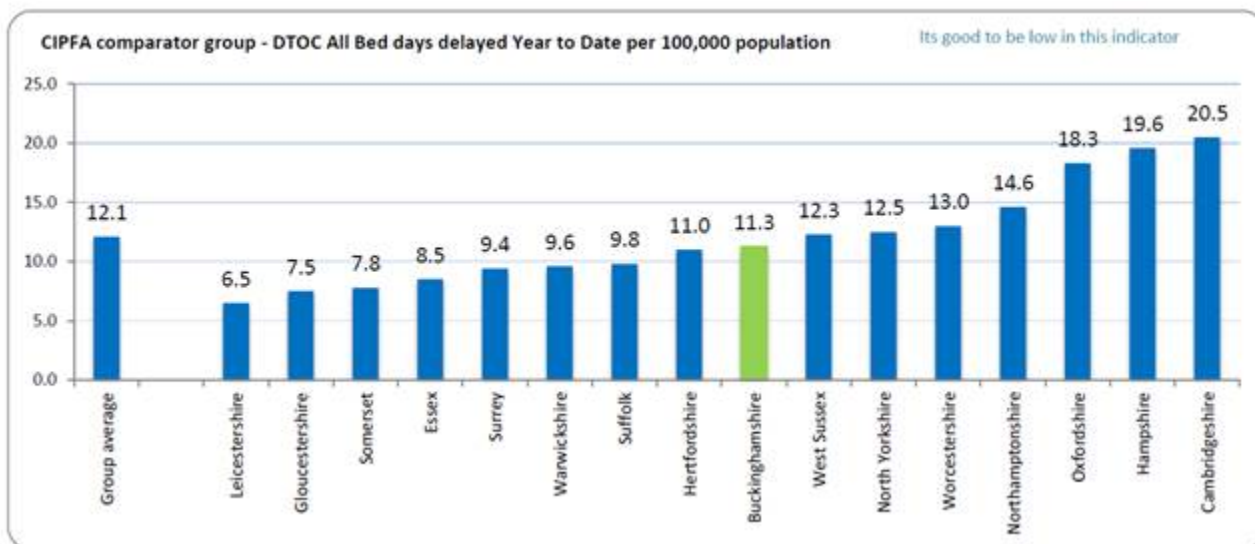
The national Better Care Fund (BCF) sets local targets to be met on the timeliness of hospital discharges, referred to as Delayed Transfers of Care. It has been confirmed that the Better Care Fund will continue into 2019-20 although the final allocations had not been confirmed by June 2019.

Returns required for 2019-20 have been reduced and it has been announced that there will be a review of the BCF during the year. At the present time no information on the scope of this review had been released.

The Improved Better Care Fund (iBCF) grant is a three year allocation and for the third year, 2019-20, the value to Buckinghamshire is £2.3m, a reduction of £1.3m from 2018-19. This has been built into Medium Term Financial Plan savings for 2019-20.

Targets for delayed transfers of care (DToc) are set nationally from September 2018 for the following year. The Buckinghamshire system performs better than its CIPFA group average and the County Council's social care function is the second best performing area in its CIPFA group. Buckinghamshire has been set a very challenging target nationally which the system is not meeting. However, the system continues to see an overall reduction in delays since despite a difficult winter for health and social care.





There are a number of initiatives that are being undertaken to improve hospital discharges as part of the High Impact Change Model approach Bucks partners have adopted. These include: implementing a 'home first' philosophy to support all individuals ready to leave hospital; and appointing a Director of Urgent and Emergency Care to ensure the system adopts best practice promoted by NHS England.

3. **Adult Social Care**

3.1. Self-funders

The 2014 Care Act explicitly gives responsible councils duties to make sure the needs of all its local residents can be met, not just the individuals whose support packages it directly funds. Work by the Competition and Market's Authority (CMA) into practices by some care homes led it to setting out obligations for providers at the end of 2018 and it is committing to test how well those standards are being met.

Buckinghamshire has a high proportion of people who pay for their own care. When funds become depleted, these individuals then become the responsibility of the Council. Often people enter residential care before it is necessary. The growth in preventative services and assistive technology means that there are alternatives that could be explored before resorting to residential care.

However, an increasing number of people are moving across to local authority support after their personal resources have been depleted through meeting care costs. It is important that individuals and their families have comprehensive and independent information on options available and adult social care is actively working to improve advice and guidance available through its work on the digital front door.

The high prevalence of self-funders in the south east has particular impacts on the operation of public and independent sector services. Exploring how this affects market management is an item on the regional Association of Directors of Adult Social Services (ADASS) work plan for this year. Across system partners in Buckinghamshire, work is underway to see how self-funders can be transferred from hospital in a timely way through the co-ordinated implementation of the Hospital Trust's choice policies and brokerage support services.

3.2. Better Lives: Transformation Programme

The Council remains committed to delivering the best quality support for residents and families who have care or support needs, within the resources available. The adult social care transformation programme is a significant programme of work to fundamentally refocus the way in which we support and enable people to live fulfilled lives, in line with the *Better Lives Strategy*.

Year one of the two year adult social care transformation programme completed in March 2019. The programme has had a positive impact on front door services. More people are effectively triaged and helped appropriately at first contact with the Council. There has also been a reduction in the numbers of people entering residential care. In addition, the programme delivered on required savings for 2018/19.

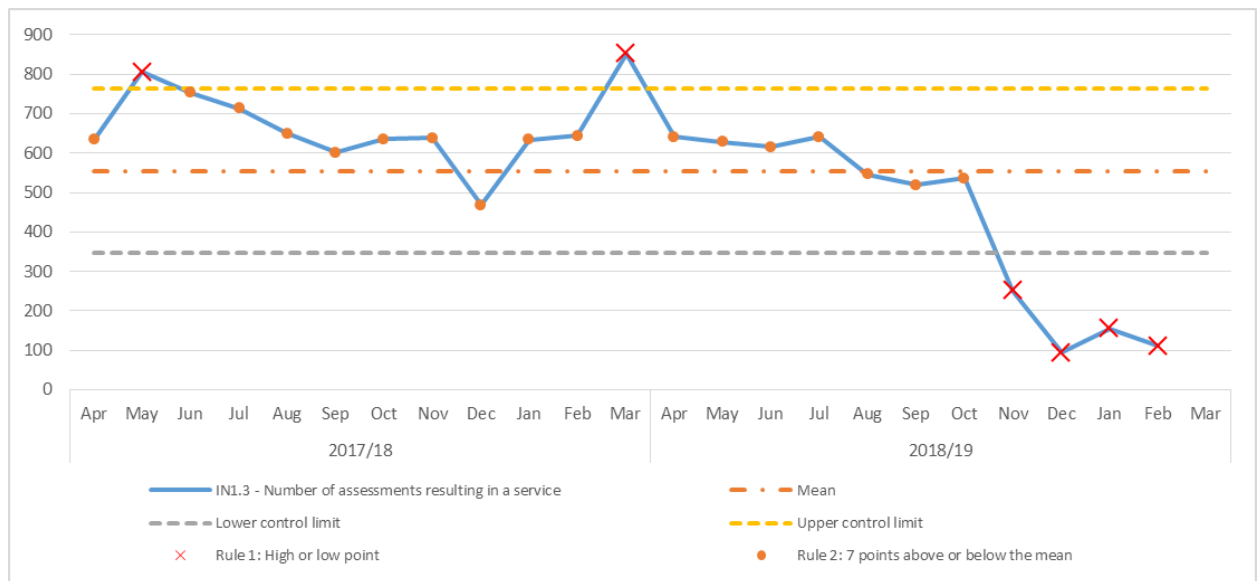


Table 1: Number of contacts progressed to assessment

3.3. Better Lives Strategy: Living Independently

3.3.1. *Prevention*

A shared model of prevention has been co-designed and agreed across Integrated Care Partnership organisations. It was presented to the Health and Wellbeing Board in March 2019. The shared model will enable partners to work more effectively together with the resources available, to produce better outcomes for those who live and work in the County. The prevention model aims to help people to maintain and improve their health, wellbeing and independence.

The delivery plan underpinning the model will focus on how a joint approach can address social isolation and loneliness.

3.3.2. *Community Capacity*

An online, searchable community assets map, the Bucks Online Directory, has been developed as a key resource for residents and professionals. The map enables people to find activities, groups and facilities in their local area. During 2019/20

work will continue on developing this asset map.

In addition, work will continue on expanding the successful 'Street Associations' and on delivering the Council's Social Prescribing action plan.

3.3.3. *Improving the Front Door*

A new Adults Early Help Service launched in February 2019. The service redesign involved Customer Service, Community Response and Reablement, and the In-Touch teams. The service aims to improve the experience of those people who contact the Council for advice on care. Since its launch, there has been an increase in referrals to more appropriate preventative services rather than automatic referral for social care services.

Work has begun with an exciting collaboration with the Local Government Association Design in Social Care Programme. Over the next year a radical redesign of digital information will take place so that more people will be able to 'self-serve'. This will include:

- Better information, advice and guidance (including for self-funders)
- New self-screening tools to help with care, financial and carers issues
- The development of an e-marketplace, with an initial focus on assistive technology
- A new professional zone for workers.

3.4. Better Lives Strategy: Regaining Independence

3.4.1. *Short Term Intervention*

The short-term intervention work involves transformation of services with Buckinghamshire Hospitals Trust (BHT) to improve services and outcomes for residents and make the most of public resources. There are a number of strands within this area:

- *New Crisis Support Service*: This service will bring together the Council's Reablement and Occupational Therapy teams with the teams from BHT's Rapid Response and Intermediate Care services under joint management. Preparatory work has taken place to inform a business case. This work has included a focus on three areas: admission avoidance; supported discharge; and extended support. Pilots have also taken place to trial the Trusted Assessor model and a different approach to community occupational therapy.
- *Integrated Discharge Service*: Under this workstrand, the Council and BHT's hospital discharge teams will be co-located and managed by a jointly-funded manager. A business case for the change is currently being developed.
- *Single Point of Access*: The outcome of this workstrand will a simpler route for professionals to refer to for short term and hospital discharge services. Implementation of the hub is expected by the end of 2019.

3.4.2. *Preparation for Adulthood*

The development of an integrated service for young people will improve our current support for young people transitioning from children's to adult social care services. A business case is being developed with anticipated implementation in summer 2019.

3.5. Better Lives Strategy: Living with Support

3.5.1. *Consultations*

Following our consultation earlier in 2018/19 on the joint short breaks strategy and on the short breaks policy, consultations on two further pieces of work have been undertaken:

Short Breaks Residential Service

The Council is proposing to build a new purpose-built facility to provide a modern and fully integrated health and care residential short breaks service. The aspiration is high - to release £3.4 million capital investment and build a new and very much improved residential short breaks service. The service will be of significantly improved quality and will be fully integrated across health and social care.

This will be the first time that residential short breaks in Buckinghamshire has had the opportunity to take full account of resources from both health and social care.

The aspiration for the build is to provide a modern design that will embrace best practice and which is built to meet the future needs of our users and carers. The previous designs and considerations from the Orchard House development which were developed in partnership with the carers and family members from Seeleys House service users, will be used as the basis for the design. These plans were developed bringing together stakeholders with expert architects in health and care provision, with a modern evidence base at its core.

For the proposed new and improved service, it will mean:

- Jointly commissioning the service with Buckinghamshire CCG.
- Temporary closure of Aylesbury Opportunities Centre (AOC) while building takes place.
- Identifying alternative placements for AOC day opportunities service users.

The consultation started on 16 January and following a decision by the Cabinet Member to extend by a further two weeks, closed on 13 March.

At its meeting in January, the Health and Adult Social Care Select Committee convened a Task and Finish Group to scrutinise the proposal and process in more detail. The Group has been supported to undertake a number of service visits and has received substantial information from officers on the proposals. The final report is expected in summer 2019.

Thrift Farm Consultation

Thrift Farm currently provides day opportunities and supported employment to around 75 people. Half of these are Buckinghamshire County Council clients. The Farm aims to support people to develop key skills and engage in meaningful activities.

Thrift Farm has been supporting adults with learning difficulties for over 40 years. However despite the strong commitment from the staff group, the service been unable to develop its potential and has become a cost pressure on adult social care.

On 4 February 2019, the Cabinet agreed to an 8-week consultation about the future of Thrift Farm. The consultation started on Wednesday 13 February 2019 and continued until 23 April 2019.

To make sure we involved and captured the views of clients, we arranged for our advocacy provider, Talkback, to hold sessions with service users. They worked with service users to help them to share and contribute their perspective and ideas into the process.

Three options were considered for the future of Thrift Farm. These were: to continue to be operated through the Council; to close the Farm; or for the Farm to be run by another provider. During the consultation viable proposals were actively sought for services to continue at the site and the level of interest received from a range of different organisations was welcome. Formal evaluation of the final submissions is currently being undertaken.

3.6.2. *Learning Disability Transformation*

Over a 20 year period the overall number of people in Buckinghamshire with learning disabilities will increase by about 500 to an overall population of roughly 7000. Within this number, there are large increases in the numbers of users that are likely to need intensive care management and service provision in the community. This includes:

- 30% increase in adults with profound and multiple learning disabilities.
- 50% increase in adults with a learning disability aged over 65.

This shift in demographics is driven by growth of the numbers of individuals with a learning disability surviving into old age, of the number of children with multiple disabilities surviving into adulthood and the continuation of national directives to transfer people from hospital provision such as the Transforming Care Programme.

As part of the second stage of the Better Lives transformation and in line with the national focus on people with a learning disability or autism particularly in the NHS Long Term Plan, a key programme has been set up to review and revitalise Bucks adult learning disability services. Through an invest to save bid, an expert senior project manager with extensive experience in learning disability services has been secured and will lead implementation of an improvement plan covering commissioned and operational services.

3.5.2. *Care market management & sustainability*

The fragility and ongoing exit from the care market by providers continues to be an area of focus and concern nationally. In November 2018 Allied Healthcare a national home care provider went into administration followed by the country's largest single care home group, Four Seasons Healthcare in April 2019. In May 2019, the press reported 1 in 5 frail or vulnerable people are being moved from care home placements to up to 450 miles away because beds are unavailable at home or are more affordable elsewhere.

Independent sector providers have continued to absorb challenges in relation to the increased complexity of need of new referrals, changes in law which add additional cost pressures to the delivery of care, and increases of regulator fee rates.

To bring stability to the care market, particularly for home care providers, uplifts continue to be reviewed for those providers who can demonstrate particular pressures arising specifically from legislative changes such as meeting the increases in the national living wage.

Despite these pressures and through better collaborative working with partners, the quality of regulated provision in Buckinghamshire continues to improve, according to the Care Quality Commission. In Bucks 80.6% of care homes are rated 'Good' or 'Outstanding' by the Care Quality Commission, an increase from April 2018 (72.9%).

At the beginning of May, the annual Dignity in Care awards ceremony was held to celebrate best practice in the county. It was inspiring to hear about and to congratulate teams that show huge dedication and commitment to improve the experiences of care for people with needs.

4. **Safeguarding**

Buckinghamshire Safeguarding Adults Board continues to process two Safeguarding Adults Reviews reported in the last update to Cabinet. These relate to:

- Adult L – a young man in his twenties who had learning disabilities and mental health issues
- Adult Z – who was in his seventies and was known to self-neglect

In relation to the remaining Review, relating to Adult V who was known to misuse alcohol and not engage with health and social care services, the final report was presented and signed off at the March Board meeting. The recommendations from the report will be developed into an action plan.

In addition to the above, two new referrals have been made to the Board:

- Adult BB – an elderly female resident of a care home
- Adult CC – a man in his fifties who had mental health issues and misused alcohol

5. **Practice Quality**

5.1. Embedding the strengths-based approach

The strengths-based approach to practice focusses on the individual, what they can and want to achieve, and building on the positives around them to achieve their goals. Staff are being supported in adopting a strengths-based approach to social care practice in a number of ways including the creation of:

- A new case load report to help managers
- A new quality approach to auditing practice
- A range of new strengths-based assessment documents
- A new training and development programme

5.2. Improving practice

The adult social care service recognises the value of challenge to ensure our services are of a consistently high quality. To scrutinise improvement, a Practice

and Quality Board has been set up to oversee delivery of the Quality Assurance Framework. The Board's chairman, Iain MacBeath, is Director of Adult Care Services at Hertfordshire County Council and his appointment will provide external challenge to the social care improvement programme.

Sometimes the service does not deliver the high standards aspired to and it is important that the complaints system works effectively. In collaboration with our colleagues in the complaints team, a series of workshops with adult social care managers was held during December 2018 to improve the approach to complaints management. In 2017/18 our response time averaged 52 days. Since January this has reduced to 21 days. Our approach to early resolution of concerns has also improved. The majority of issues are now resolved within 48 hours and the number that progress to formal complaints has been reduced.

5.3. iCares (adult social care case management and finance system)

Following the advice from specialist solicitors Bevan Brittan the Council undertook mini-competition using a procurement framework to secure a replacement for the current case management system used by adult social care. The Invitation to Tender was published on 9th April and closed on 13th May. It is anticipated that the contract will be awarded in July.

In parallel, user stories have been translated into process and customer journey maps. These will form the basis for a service blueprint, inform the design of the new system and enable the development phase to start as soon as the procurement is completed.

7. **Budget**

At the end of the 2018/19 financial year there was a net overspend of £1.561m on a gross budget of £175.2m (0.09%). This was achieved despite the increased complexity and volume of clients experienced. Reasons for the increase in complexity and volume are due in part to a lower death rate than in previous years and an increase in the number of service users moving to social care after exhausting their own funds.

To mitigate a proportion of these pressures, a number of strategic and proactive decisions have been taken, totalling £1.7m. These included Public Health investment in the Prevention Matters project and a successful challenge to an Ordinary Residency case. The corporate contingency for adult social care pressures (£1.25m) was not released. This decision was taken to embed within the service a stronger approach to financial accountability and managing pressures.

The Adult Social Care Transformation efficiencies target of £5.236m was fully met. This puts the portfolio in a good position to manage its overall budget in 2019/20.

The 2019/20 budget is £180m gross and £136m net. To work within the cash envelope set for adult social care, the Business Unit has been required to set savings targets – the target for 2019/20 is £3.391m. Plans are in place through the Transformation Programme to achieve these savings in year.

The vast majority of the adult social care budget is spent on providing packages of care to service users:

• Direct Payments	£19.6m
• Domiciliary Care	£13.3m
• Nursing Placements	£25.5m
• Residential Placements	£49.3m
• Supported Living	£23.0m
• Supported Accommodation	£0.6m
• Social Isolation	£0.8m
• Transport	£2.0m

The portfolio faces a significant growth in demand and spending pressures in future years. This includes an increasingly elderly population and more complex support needs. There are also market pressures which impact on external providers, particularly in relation to recruitment and retention of staff.

Your questions and views

If you have any questions about the matters contained in this paper, please get in touch with the Contact Officer whose telephone number is given at the head of the paper.

If you have any views on this paper that you would like the Cabinet Member to consider please inform Democratic Services by 5.00pm on Friday 19 July 2019. This can be done by telephone (to 01296 382343), or e-mail to democracy@buckscc.gov.uk
