

9 October 2017

Agenda Item: 8

REPORT OF THE SERVICE DIRECTOR, MID-NOTTINGHAMSHIRE AND SERVICE DIRECTOR, NORTH NOTTINGHAMSHIRE AND DIRECT SERVICES

SUPPORTING BEST PRACTICE IN CARE AND SUPPORT PLANNING FOR ADULT CARE SERVICES

Purpose of the Report

1. This report seeks approval for proposals to deliver consistent application of best practice in developing care and support plans for community based support in both older and younger adult service areas.
2. The report also seeks approval for resources for the projects as set out in **paragraph 20** of this report, in order to deliver recurrent savings and to enable further scoping work to be undertaken which would potentially release additional savings.

Information and Advice

3. Planning care and support services for individual service users occurs within the Council's Social Care locality teams. In line with implementation of the Adult Social Care Strategy, the locality teams have developed good and innovative ways to undertake assessments and plan care and support services for individuals. New approaches to risk, shared responsibility, promotion of independence and the setting of outcomes are all leading to more effective and better value packages of care being commissioned. This has been key to the delivery of Adult Social Care Strategy objectives to promote independence in a cost effective way.
4. It is proposed to learn from the best practice delivered in locality teams and use it to deliver a more consistent county-wide approach. This will mean ensuring that all teams are planning people's care and support with a greater focus on appropriate short-term goals to achieve greater independence, wherever possible, and then reviewing these goals more regularly to monitor progress and to ensure people continue to receive an appropriate and cost effective level of care and support.
5. In order to support this approach, the department will adopt a number of learning and development approaches with staff. For example, peer reviewing is a technique where social workers review cases with other social work colleagues to help identify how to best meet the needs of the service user including use of community options, family support and appropriate packages of formal support. This will be supported by the ongoing work of the Council's dedicated reviewing teams, which can share good practice with locality teams and identify variations in how services are currently arranged in different locality teams.

6. The department will continue work to collect and analyse information which highlights different trends in the care and support packages put in place by different teams, and will identify the reasons for variation. It should be noted that differences in care packages may be as a result of different service provision being available in some areas, or where costs of similar provision varies due to market pressures and this must be taken into account when analysing variation between teams.
7. All social care teams will be supported to ensure that where a need for social care support is identified there is routine consideration of other solutions which may meet and minimise this need, such as meals at home or assistive technology. There will also be a focus on the need for 24 hour support for younger adults, which is particularly prevalent in learning disability services. This will include further reviews of care and support packages, specifically whether sleep-in support is required and whether assistive technology could better manage risks and promote independence in some settings. Work undertaken in the younger adults' projects to date indicates that there is significant potential to make further savings on both daytime hours and sleep-in night provision through alternative, and less intrusive, means of support.
8. The department plans to undertake analysis of small packages of care to ensure they are supporting people to remain independent for as long as possible, rather than leading routinely to greater levels of support. The Notts Enabling Service, which is still relatively new to many staff, will be promoted where appropriate to help identify alternative community resources which could help to achieve better outcomes for the individual as well as reducing the need for a social care package.
9. There will be further work undertaken to review supported living services for younger adults, where service users receive individual Direct Payments for their care and support but live in a shared environment. By reviewing people in a 'whole home' environment a clearer assessment of how their needs can best be met in that environment can be made, with a clear message regarding consistency of approach for people receiving direct payments that promotion of independence is still key.
10. For older adults, the different patterns of use of day service provision across the County will be reviewed. As part of this, teams will be required to ensure consistency in relation to people in residential care and their access to day services; make best use of Council run day services where there are vacancies; and also consider referrals to the Notts Enabling Service so potential alternatives to day services can be explored.
11. Where service users are receiving care and support from the Council and are assessed as needing to contribute towards the cost of their care, or where a third party is making a top up, strengthened processes around early collection of this contribution will ensure any debt build up is minimised.
12. A key part of this work in relation to younger adults is the review of people currently in residential care with a view to enabling people to move to community based services where it is safe, cost effective and appropriate to do so. Residential care is often unable to reduce people's support significantly due to the general need levels within the home and the costs associated with staffing to these needs levels and therefore progress towards independence can be artificially limited.

13. It is therefore proposed that a detailed piece of work is undertaken to identify the most suitable accommodation and support package for younger adults living in all current residential, nursing and supported living services with a view to enabling people to move, where appropriate, to ensure more cost effective services which best promote the independence of the individual. It is envisaged that there could be a number of moves from residential into supported living and from supported living into general needs accommodation, as well as the potential rationalisation of existing supported living where larger schemes with individual properties may be more cost effective and better suited to meeting longer term needs of individuals than smaller shared or isolated services.
14. Information about individuals needs and their potential to be more independent is being gathered as reviews are undertaken by staff working on current younger adult projects. This will be mapped out in order to identify what housing and support provision is required to enable these moves, the feasibility of actually being able to move people and the interdependencies created by needing to free up certain types of accommodation in order to enable moves from another type of accommodation.
15. For older adults, there can be a point where residential care becomes a better and more cost effective option than being supported at home. The department will therefore consider development of a policy which supports social care staff to make decisions in line with the Care Act, giving choice and control of where a person lives and how they receive support, balanced with the Council's Adult Social Care Strategy which promotes independence alongside value for public money. Approval for this would be sought from Policy Committee.
16. For both younger and older adults, work is needed to further stimulate the housing market to provide good quality community based accommodation as an alternative to residential care. In particular, for younger adults, developing protocols with district and borough councils and social housing providers could ensure general needs accommodation is available to individuals to move out of shared supported living arrangements when they have developed the independent living skills to do this and may be supported by either 'floating' outreach support staff or may no longer require an on-going social care support. This in turn will then free up capacity in shared supported living schemes for people who need it.
17. A countywide Housing Plan for older people is needed to ensure that the design of new build schemes enable older people to be supported at home, for example as their mobility decreases, to promote the development of accessible age and dementia friendly communities, develop smaller homes for older people who do not yet have social care needs but who may wish to downsize their home so it easier to manage in retirement, as well as develop a range of accommodation schemes that can meet higher levels of need and offer cost effective alternatives to high cost individual homecare packages and residential care.

Potential savings

18. As a result of the proposals outlined above, it is anticipated that savings in the region of £1.9m are possible from replacing sleep-ins and reducing day time hours for younger adults where individual risk assessments identify that constant supervision is not required

and people can be supported in alternative ways. In addition there are potential savings of £325,000 from people moving out of supported living services into general needs accommodation and £124,000 from people moving out of residential care homes into supported living settings. This totals £2,349,000. This is in addition to the £770,000 savings target already approved over 2017/18 to 2019/20, £470,000 of which remains to be achieved by continuing the programme of supporting people to move out of residential care into supported living.

19. For older adults, savings will be made by reducing variations in three areas: homecare packages of £300 per week and above; day services for older adults; and short term care for older adults. In total this work is projected to deliver £459,000 savings and further diagnostic work is being undertaken on the data to identify the spread of this across the different areas where variation has been identified. Significant interdependency was identified and is reflected in the total savings associated with this proposal and the savings planned from reviews, which will be routinely undertaken for older adults at two weeks.

Resources required to implement this work

20. The following posts are required:

To support work with older adults

- 1 FTE Temporary Strategic Development Manager (Band E) – to oversee delivery of the whole older adults savings programme including reducing the use of residential care, as well as develop the data analysis, tools and support to locality managers with improved consistency in care and support planning (2 years April 18 – March 20) at a cost of £124,372

To support work with younger adults

- 1 FTE Temporary Commissioning Manager (Band E) – to model younger adult accommodation and support requirements, develop the supported housing market and create new pathways for moving people into more independent settings (15 months December 17 - March19) at a cost of £77,733
- 1 FTE Temporary Commissioning Officer (Band C) – to oversee the younger adults consistency of commissioning and work with care support and enablement providers to facilitate change (12 months April 18 - March19) at a cost of £52,076
- 0.5 FTE Temporary Assistant Accountant (Band A) to undertake data analysis and cost modelling to support the Commissioning Manager role (12 months April 18 - March19) at a cost of £19,910
- 4 FTE Temporary Community Care Officers (Grade 5) to undertake assessment and review work for younger adults in receipt of a care, support and enablement service (12 months April 18 - March19) at a cost of £131,097 (£32,774 x 4)
- 1 FTE Temporary Senior Practitioner (Band C) to supervise the Community Care Officer posts, supporting with risk enablement in the community (12 months April 18 - March19) at a cost of £52,076

- extension of 3 FTE Community Care Officers (Grade 5) posts to work with service users to develop new tenancies (12 months April 18 - March 19) at a cost of £98,322 (£32,774 x 3)
- extension of 0.5 FTE Occupational Therapist (Band B) post to establish service user needs in relation to moving out of residential care (12 months April 18 - March 19) at a cost of £22,441.

Other Options Considered

21. Implementing the work proposed without additional staff through locality teams: there is not enough resource within locality teams to undertake the level of reviewing activity required to embed this new approach. The use of an enhanced peer review approach for services within locality teams will be complemented by the ongoing work of the Council's Central Reviewing Teams. The additional Community Care Officer and Senior Practitioner posts requested for younger adults are an extension of the posts currently undertaking the work in supported living services for an existing savings project. These posts may be better co-ordinated by being located within the proposed younger adult reviewing team to ensure review work can be centrally co-ordinated.
22. Oversight and leadership of both the older and younger adults' work is required from strategic commissioning staff to ensure that progress is made sufficiently in all areas and the work does not become disjointed. The resources related to project management and oversight complement the current permanent resource within the commissioning team and therefore staff are required at different grades depending on the capacity of existing commissioning managers to input into current and future work.

Reason/s for Recommendation/s

23. The proposals set out in this report are based on work that has been undertaken in the department to review current practice in care and support planning with service users, and builds on current savings projects that have been successful to date.

Statutory and Policy Implications

24. This report has been compiled after consideration of implications in respect of crime and disorder, data protection and information governance finance, human resources, human rights, the NHS Constitution (public health services), the public sector equality duty, safeguarding of children and adults at risk, service users, smarter working, sustainability and the environment and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Financial Implications

25. Total new savings potential of £2,808,000 between 2018/19 and 2020/21 as shown in the table below:

	£000's			
	2018/19	2019/20	2020/21	3 year total
Younger Adults	1,500	749	100	2,349
Older Adults	130	130	199	459
Total of Savings	1,630	879	299	2,808

26. This is in addition to the remaining £470,000 savings relating to moving people out of residential care (over 2018/19 and 2019/20) which the extension of the 3 FTE Community Care Officer posts and the 0.5 FTE Occupational Therapist post will contribute to. Total implementation costs are £578,026, the detail of which is shown in **paragraph 20** and will be funded from reserves or through the improved Better Care Fund pending a successful bid.

Area of Support	Post Title (Band)	FTE	Period	Total Cost (£)
Older Adults	Strategic Development Manager (Band E)	1	2 years (April 18-March 20)	124,372
Younger Adults	Commissioning Manager (Band E)	1	15 months (Dec 17- March 19)	77,733
	Commissioning Officer (Band C)	1	12 months (April 18-March 19)	52,076
	Assistant Accountant (Band A)	0.5	12 months (April 18-March 19)	19,910
	Community Care Officers (Grade 5)	7	12 months (April 18-March 19)	229,418
	Senior Practitioner (Band C)	1	12 months (April 18-March 19)	52,076
	Occupational Therapist (Band B)	0.5	12 months (April 18-March 19)	22,441
				578,026

Human Resources Implications

27. Additional temporary staff as described above will be required (see also **paragraph 36**).

Human Rights Implications

28. Service users in supported living have tenancy rights and therefore moving to other properties can only be undertaken with full consent where a person has capacity or due to a best interest decision.

Public Sector Equality Duty implications

29. The approach outlined in this paper is in line with the Adult Social Care Strategy and as such applies to all service users equally. Services provided will be on the basis of need across all user groups.

Safeguarding of Children and Adults at Risk Implications

30. Reducing support could increase risks. Therefore reductions in support, including the removal of sleep-in night provision, must be fully risk assessed and steps put in place to minimise risk where changes are proposed.

Implications for Service Users

31. Service users will be supported to maximise their independence which may mean they receive less support than they have done previously. This should not, however impact on their wellbeing as reductions in support will align to their level of need and availability of alternative support from informal networks and voluntary sector opportunities.
32. Some service users may need to move home, either from residential into the community or between community settings. This will only happen where their assessed needs can be appropriately met in the alternative accommodation and/or they are no longer eligible for specialist supported accommodation.

Implications for Sustainability and the Environment

33. Provider organisations may see a reduction in income due to reductions in individual packages of support. Overall sustainability of individual organisations needs to be understood when reducing packages to identify risk areas and protect the viability of the overall market. In many cases recruitment is currently problematic and hours could be recycled into other packages of care and support.

RECOMMENDATION/S

That Committee:

- 1) gives approval for proposals regarding more consistent application of best practice in developing care and support plans for community based support in both older and younger adult service areas in order to make the identified savings.
- 2) gives approval for resources as set out in **paragraph 20** of this report, in order to deliver recurrent savings and to enable further scoping work to be undertaken which would potentially release additional savings.

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Constitutional Comments (SLB 28/09/17)

34. Adult Social Care and Public Health Committee is the appropriate body to consider the content of this report, subject to the Council's Employment Procedure Rules which require all reports regarding changes to staffing structures to include HR comments, and that consultation is undertaken with the recognised trade unions.

Financial Comments (CT 28/0917)

35. The financial implications are contained in paragraphs 25 and 26 of this report.

Human Resources Comments (SJJ 26/09/17)

36. The temporary posts will be recruited to on a fixed term contract effective from the date of appointment.

Background Papers and Published Documents

None.

Electoral Division(s) and Member(s) Affected

All.

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